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World Refugee Report

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World Refugee Report

**A Report Submitted to the Congress
as Part of the Consultations on
FY 1988 Refugee Admissions to the
United States**

**Prepared by the
Bureau for Refugee Programs
Department of State**

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Introduction



It has been said that refugees are "human rights violations made visible." They live in dislocated, deprived, marginal, ambiguous circumstances with bleak futures. Most remain victims of violence—in the countries they have fled and the wars they sometimes bring with them, from hostile local populations, and from their own incipient factionalism. They usually go to countries which are extremely impoverished themselves—the average per capital GNP (gross national product) for the primary nations of first asylum is \$822.

An ambitious international system of multilateral and bilateral programs, utilizing an extensive, far-flung array of collaborators, administers crucial assistance to refugees. These services include life-sustaining support, food, water, shelter, medical supplies and health aid, education, protection and impact assistance, representation and negotiation to improve immediate and future treatment of refugees, and resettlement. The partners in the effort include multilateral agencies led by the U.N. High Commissioner for Refugees (UNHCR), international organizations such as the International Committee of the

Red Cross and the Intergovernmental Committee for Migration; a multitude of nonprofit, nongovernmental, voluntary agencies with enormous commitment and skill; and nation states who receive refugees in first asylum, donate money, resettle refugees, and even, in some instances, facilitate their return. This international enterprise has saved and continues to save millions of lives and supports the continued provision of first asylum. It is heroic, absolutely essential, and inadequate.

Current trends in refugee affairs include:

- A "tightening up" of formerly open and generous policies by many first-asylum countries;
- Increasing pressure for scarce resources and services in states hosting large numbers of refugees;
- A trailing off of admissions and funding by resettlement and donor countries, including the United States;
- A relative increase of economic migrants and illegal immigrants as distinct from victims of persecution per se;
- A downward yet continuing flow of refugees from Vietnam, Afghanistan, and Ethiopia and major new outflows from Mozambique;
- A shift of emphasis from reliance upon resettlement to pressing for repatriation of refugees;
- Increased arrivals of Third World asylum-seekers into Western Europe and North America; and
- A continuation of population outstripping development.

Facing an estimated global refugee population of 11 million people, the highest priority of the international community is immediate assistance to refugees in first asylum, where the need is most acute, to provide the necessities of life. The capacity to deliver this help effectively has improved in recent years and can be the difference between life and death, although, in some instances, access to the suffering populations can't be achieved, and in others, the help provided is very meager.

The situation of the refugees who stay in camps or settlements for protracted periods of time can differ widely. For some, refugee camps are closed and the refugees are densely concentrated. Others live in more open settlements and are permitted to have some access to the markets and jobs of the host country. The fabric of life generally in refugee camps is characterized by all sorts of pathology, despite the courage, will, and resilience of their inhabitants: disruption and disorientation, dependency, apathy, powerlessness, loss of self-esteem, claustrophobia, pressure on the family, deterioration of authority structures, and the random violence which follows. The longer refugees remain refugees, the more these characteristics are intensified; moral strength is sapped; frustration sets in; and anger and hate multiply.

So therefore, immediate, "emergency and temporary" assistance is critical. We can never fail to provide it, and for as long as it takes, but it cannot become permanent; it's a wasting option. To the impact on the individual refugee must be added the impact on the host society. For, despite the substantial imports of outside assistance, the burden on the host country of large refugee influxes staying for long periods is intensive, divisive, and destabilizing.

Concerned governments and international institutions look to the three classical "durable solutions" as longrun alternatives to immediate assistance in place:

Repatriation—the voluntary return to the country from which the refugees fled;

Local integration—establishing permanent homes in the country of first asylum; and

Third-country resettlement—transplanting refugees to a distant country where the opportunity exists to begin a new life.

These alternatives, while important and valuable options which must be pursued whenever possible, are limited and insufficient in and of themselves. The hospitality of the first-asylum countries—many of whom are among the world's poorest—has been remarkable, but most are unable to provide permanent local integration for large numbers of refugees. Generous resettlement programs continue to be offered by the United States and several other countries, but resettlement can be a solution for only about 1 percent of the world's refugees.

Finally, voluntary repatriation, the most desirable durable solution, is often nearly impossible to achieve. For a person to be willing to return home, the conditions which forced him or her to become a refugee in the first place must be resolved. Nevertheless, we believe situations where repatriation is possible can be identified and must be encouraged. In Africa, over a dozen different repatriations are occurring now or have occurred recently, either spontaneously or assisted by UNHCR or other organizations.

Such achievements are impressive, and we can be proud of the sustained commitment of the international community to aid refugees. Events of the last decade have demanded an extraordinary effort to ensure protection for refugees and to alleviate their suffering, and in large measure that demand has been met through the collaborative actions of governments, international organizations, private voluntary groups, and individual citizens. The courage and dignity of the refugees has inspired this response from us all. The challenge now facing the international community today is to sustain the effort—measured in the level of our attention and compassion as well as in the level of the resources we contribute. The United States is committed to meet that challenge and to continue its leadership in providing humanitarian assistance, in pressing all three durable solutions, and in pursuing policies to affect the underlying causes of refugee situations.



Jonathan Moore
U.S. Coordinator for Refugee Affairs

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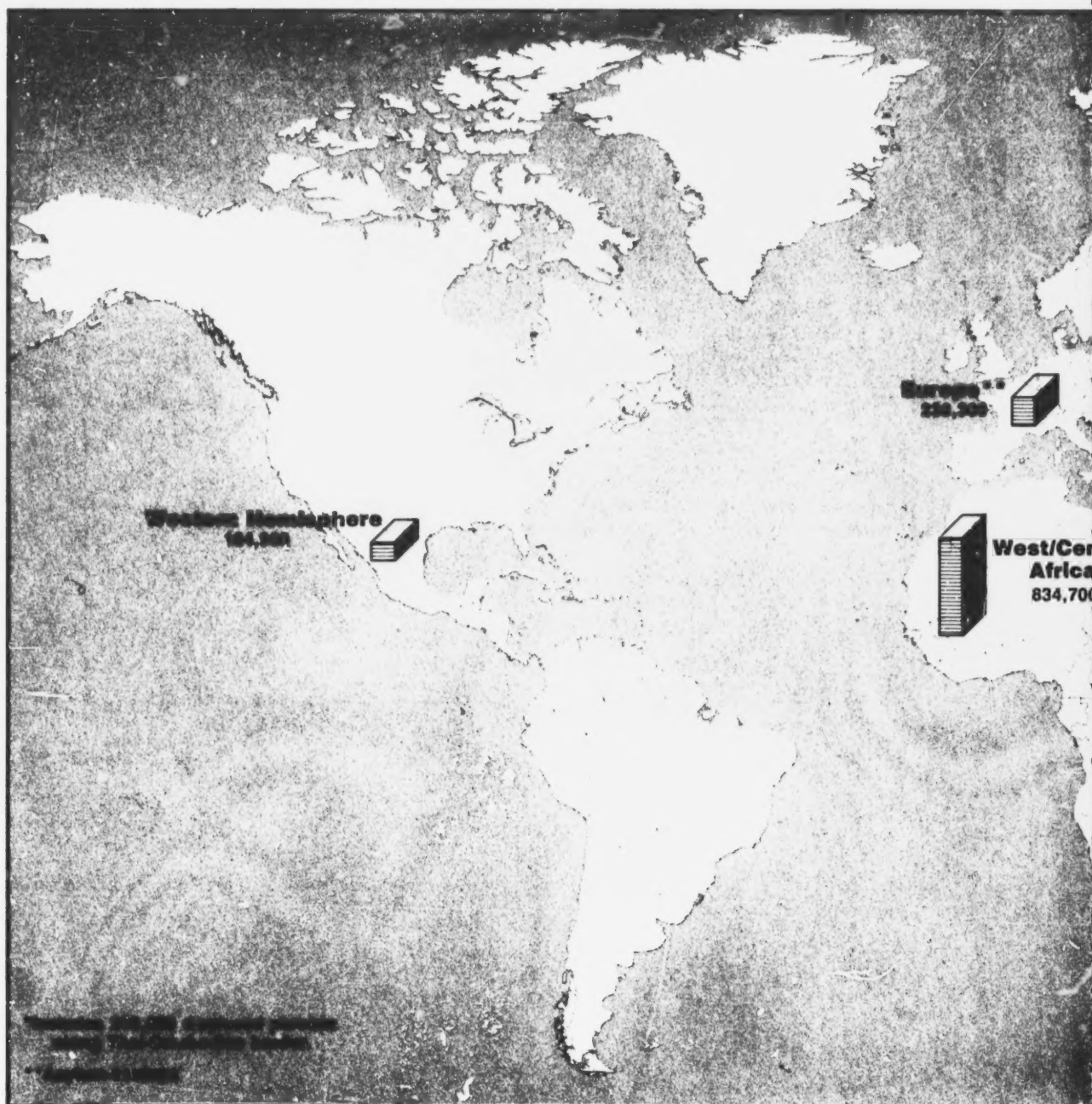
The World Refugee Report is an annual publication of the Department of State which provides information to Congress and the general public on the world refugee situation. A companion document presents the President's proposals for the levels of refugee admissions to the United States for each fiscal year. Together, these two documents contain the information required by Section 207 (e) of the Refugee Act of 1980.

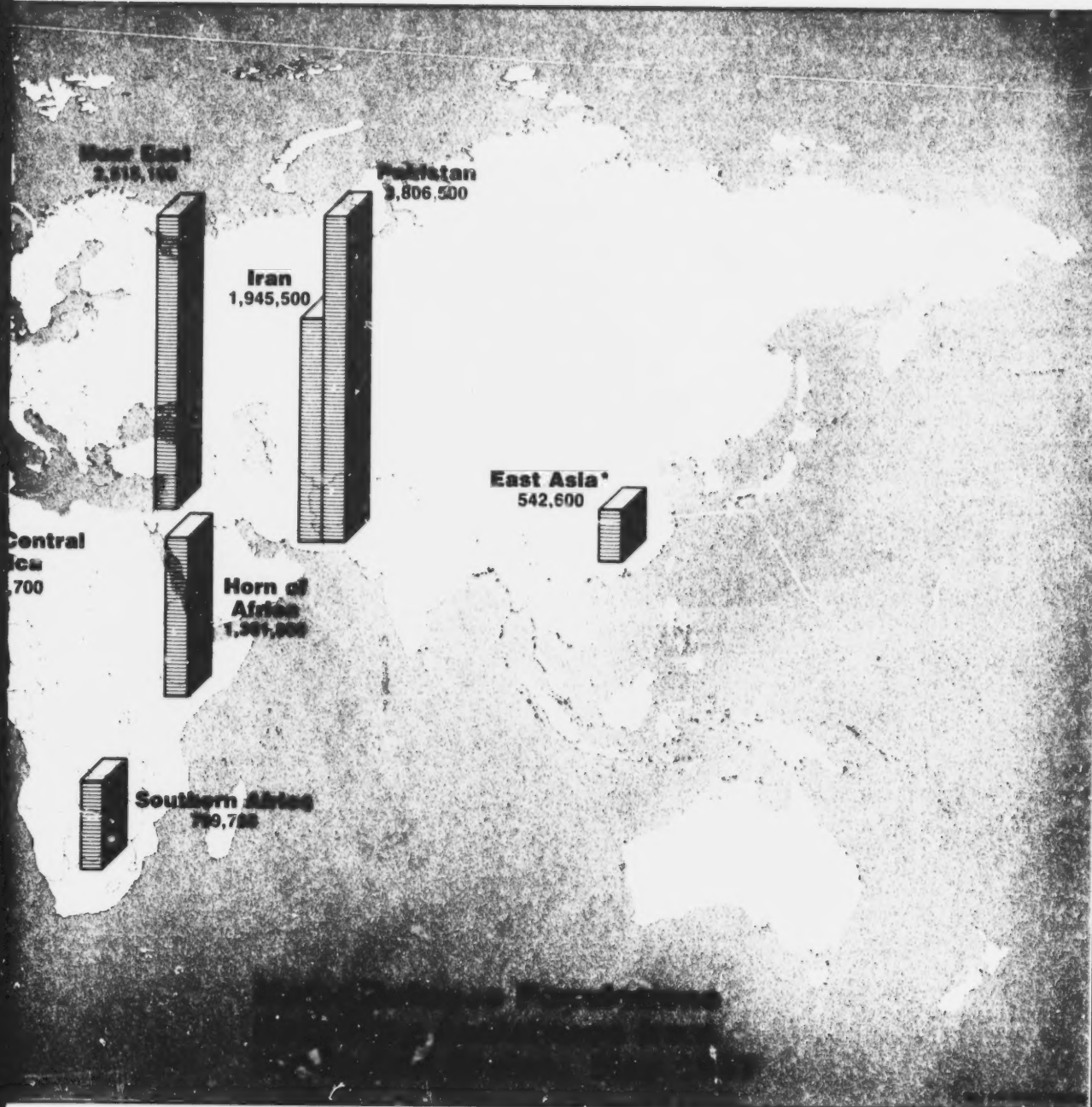
The World Refugee Report focuses on overseas refugee assistance rather than U.S. domestic programs for refugees. Details on programs for refugees resettled in the United States are included in the proposed Refugee Admissions document. The World Refugee Report:

- Provides information on the major refugee situations in the world.
- Describes what the United States and other countries are doing to help refugees, by extending temporary asylum, offering resettlement opportunities, or providing financial and in-kind assistance.
- Includes a statistical appendix containing information on national contributions to international refugee assistance efforts, the size and origins of refugee populations, and the numbers of refugees resettled by the major resettlement countries.

The information contained in this report was obtained from various U.S. Government sources, other governments, the U.N. High Commissioner for Refugees (UNHCR) and other international organizations. Comments or questions regarding the World Refugee Report may be addressed to:

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Washington, D.C. 20520





Africa



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Chapter 1

Africa

The past year has been one of continued anguish and tragedy for massive numbers of Africans forced into exile by warfare, civil strife, or domestic repression. These several causes of forced migration are often exacerbated by famine or chronic economic deprivation. By best estimates, some 3 million Sub-Saharan Africans now live in refuge beyond their native borders, many under precarious conditions. Despite substantial assistance from the United States and other international donors, these refugees burden the economic resources and infrastructures of their host governments, which are struggling to meet subsistence and development needs of their own growing populations.

This situation is longstanding, but by no means static. In many African countries the ebb and flow of civil violence and of shifting political currents are such that these nations generate refugees in one direction while receiving refugees or welcoming returnees from another.

Throughout 1987, the Horn of Africa remained an area both of churning refugee movements and of large, seemingly permanent exile populations. A dramatic reversal of the disastrous drought conditions of 1984 and 1985, and improved domestic stability in some areas, have prompted significant repatriations from Sudan, Somalia, and Djibouti. The total of such returns is unknown, since many have occurred spontaneously rather than under arranged international auspices. Partially offsetting such movements home have been further flows into Sudan and an influx into Ethiopia of persons fleeing the civil war in southern Sudan. All told, the number of refugees now sheltered in the four Horn countries is estimated at over 1,380,000.

In contrast, flight rather than repatriation is the dominant theme in southern Africa, where the combined impact of two civil wars and racial oppression within South Africa has now forced almost a million persons into exile. The largest recent movements have been from Mozambique; as of mid-1987, over a half-million of its citizens had fled into six neighboring lands to escape civil warfare and a war-exacerbated famine. The weight of this latest exodus fell most heavily on already densely populated Malawi, where an hospitable government and ethnically related population responded quickly to assist the often-malnourished arrivals. Major flows from Mozambique into Zimbabwe and Zambia have also occurred.

Across the breadth of the African Continent, the single most impressive feature of an otherwise varied refugee scene has long been the widespread willingness of governments and peoples to provide haven to their neighbors in distress. This remarkable generosity continues but is now coming under strain. In a number of countries, popular resentment toward refugees is building, as they are increasingly seen as competitors for limited

national resources. In turn, some governments are becoming less sympathetic and responsive toward the presence and needs of their refugee guests. Moreover, the 3 years since completion of the Second International Conference on Assistance to Refugees in Africa (ICARA II) have not witnessed nearly the degree of development and infrastructure-building assistance which African host countries had been led to expect.

As in the past, the United States in 1987 continued to be the single largest donor of international assistance to the African refugee community. Despite severe fiscal restraints, it expected (as of June 1987) to maintain its traditional practice of contributing approximately 30 percent of the UN High Commissioner for Refugees' (UNHCR) program in Africa and 25 percent of that of the International Committee of the Red Cross (ICRC).

The United States expects to admit approximately 2,000 African refugees for permanent resettlement in FY-87, notwithstanding fewer than expected applications from southern Africa and processing delays in Sudan. Although most will be Ethiopian, there will be a number of South Africans as well as refugees from several other countries.

Below is a brief resume of major developments regarding refugees in Africa since the Department's 1986 report. Not every country situation is discussed.

Southern Africa

Southern Africa has now generated almost 1 million refugees, mostly from the wars in Mozambique and Angola. These conflicts show no signs of abatement, and the number of refugees in the region is expected to increase.

The incessant flight of people from their countries into other southern African states compounds problems caused by the insurgencies and exacerbates regional instability and tension. Not the least of the economic damage caused is a serious decline in food production as farmers desert their fields.

Nor is safety assured to those in flight. Angolan and Mozambican insurgents have crossed into Zambia and attacked refugees in asylum there, and Mozambican refugees in Zimbabwe and Malawi have been similarly harassed by Mozambican insurgents. Moreover, South African Defense Force attacks on alleged African National Congress (ANC) targets in Botswana, Mozambique, Swaziland, Zambia, and Zimbabwe could weaken the resolve of those governments to continue to accept South African refugees. Thus, the assurance of refugee protection within first-asylum countries has become a more serious problem in Southern Africa than elsewhere on the continent.



One of almost a thousand fish ponds hand-dug by Angolan refugees in northwestern Zambia, under a US-financed ICARA II Project administered by the International Catholic Migration Commission in cooperation with local authorities. The ponds are designed to facilitate vegetable gardening in adjacent plots, and the raising of rabbits and ducks.

Courtesy: ICMC.

Refugees in Malawi

Over the past 12 months, intensified fighting in Mozambique, together with the cumulative effects of years of famine, have devastated much of that nation's countryside and provoked a flood of some 245,000 Mozambicans across the border into Malawi. Malawi, already the most densely populated country in southern Africa, now hosts the largest refugee population in that region.

Working together, the Government of Malawi and the international community have achieved remarkable success in meeting the assistance needs of this suddenly created refugee population. When the large influx began in the fall of 1986, the ICRC moved quickly to provide interim assistance. By December, the government and the Malawi Red Cross Society had taken over and expanded that program. Their efforts were soon bolstered by refugee emergency experts from the League of Red Cross and Red Crescent Societies (LICROSS), which issued a world-wide emergency appeal on behalf of the Malawi

Society. At the request of the Malawi Government, the UNHCR established a presence in the country and initiated relief assistance efforts in April 1987. The United States has provided \$700,000 to UNHCR for its emergency program and \$250,000 in response to the LICROSS appeal.

Refugees in Zambia

Zambia hosts refugees from all of its neighbors except Tanzania (i.e., Angola, Namibia, Zimbabwe, Mozambique, Malawi, and Zaire). It also hosts refugees from Uganda and some South Africans who would not be permitted to remain in countries immediately adjacent to their homeland. By mid-1987, the total refugee population from these eight states had grown to an estimated 142,500, up almost 18,000 from a year earlier due to increased flows from Angola and Mozambique.

Virtually all of these refugees reside in rural areas, with some 75 percent self-settled among related ethnic groups. For

the remainder, there are four rural refugee settlements: Ukwimi for Mozambicans, Nyango for Namibians, Mayukwayukwa for Angolans, and Meheba for Angolans, Zairians, and a small number of other nationalities. Mayukwayukwa and Maheba were deemed self-sufficient and ceased to receive basic UNHCR assistance in 1981, but increasing populations and aging infrastructure at those sites have prevented a full UNHCR disengagement.

The Government of Zambia has decreed that all refugees who arrived in the country after September 1985 must enter either the Meheba or Ukwimi camps, or repatriate. The decree affects 18,000 Angolans, all 28,000 Mozambicans, and a small number of refugees of other nationalities. These moves are scheduled to be completed by October 1987, but objections to the plan, especially among the Angolan refugees, may delay full implementation until some time in 1988.

To foster self-sufficiency among the rural refugee populations, the United States is funding an integrated rural development fish-farming project (fish ponds, small animal breeding, and vegetable farming) to benefit several thousand Angolan and Zairian refugees as well as Zambian nationals living in north-western Zambia. This ICARA II project is implemented by the International Catholic Migration Commission (ICMC) in conjunction with the Department of Fisheries of the Zambian Ministry of Agriculture and the Zambian Catholic Secretariat.

In May 1986, South African security forces attacked alleged ANC offices at the UNHCR-financed Makeni Refugee Resource Center near Lusaka. The attack inflicted extensive damage on the Center, which is not in any way associated with the ANC. The United States specifically authorized funds from its scheduled contribution to UNHCR's African programs to be used for prompt reconstruction of this facility.

Refugees in Zimbabwe

As of mid-1987, there were an estimated 75,000 Mozambican refugees in Zimbabwe. In the border region, about 45,000 are self-settled, and about 30,000 have moved into four camps established by the government and UNHCR. The general level of assistance to refugees in these sites appears adequate, despite overcrowding and limited access by international relief agency personnel. The government is considering constructing a fifth camp.

Only 112 South African refugees are formally registered in Zimbabwe, but many more reportedly live there in unregistered status.

Between January and May 1987, 119 Zimbabweans who had sought refuge in Botswana repatriated voluntarily to Zimbabwe, bringing the total of returnees over the last 18 months to over 1,000. Most of the repatriated Zimbabweans returned to Matabeleland, where the security situation has improved steadily since the end of 1985.

Refugees in South Africa

The exact number of refugees in South Africa is uncertain, due in part to a very limited international relief presence in the country. ICRC has a delegation of eight who are engaged

primarily in visiting political detainees. UNHCR is not currently represented.

The government estimates that there are 310,000 Mozambicans in South Africa, whom it further identifies as 85,000 legal workers, 155,000 illegal economic migrants, and 70,000 "so-called refugees." In the absence of UNHCR, and since South Africa has no legally established procedures for identifying and granting asylum to refugees, there is no way to determine how many of those not legally admitted may in fact be entitled to refugee status and protection. A large proportion of the Mozambican population resides in the areas of Gazankulu, Kangwane, and Kwazulu near the Mozambique-South Africa border, where they receive aid from the ICRC and indigenous relief agencies such as Operation Hunger.

South Africa has generated just over 20,000 registered refugees, most of whom reside in other southern African countries and in Tanzania and Nigeria. This figure does not include active members of liberation movements, nor the possibly equal number of refugees who have chosen to remain unregistered.

Refugees in Botswana

Botswana hosts a relatively stable refugee population of 5,400, up only about 100 from last year. About 4,000 are Zimbabweans, with the remainder from South Africa and other countries; 4,120 are situated in the UNHCR-supervised Dukwe settlement, where all refugees must reside unless granted explicit permission to live with relatives or work elsewhere.

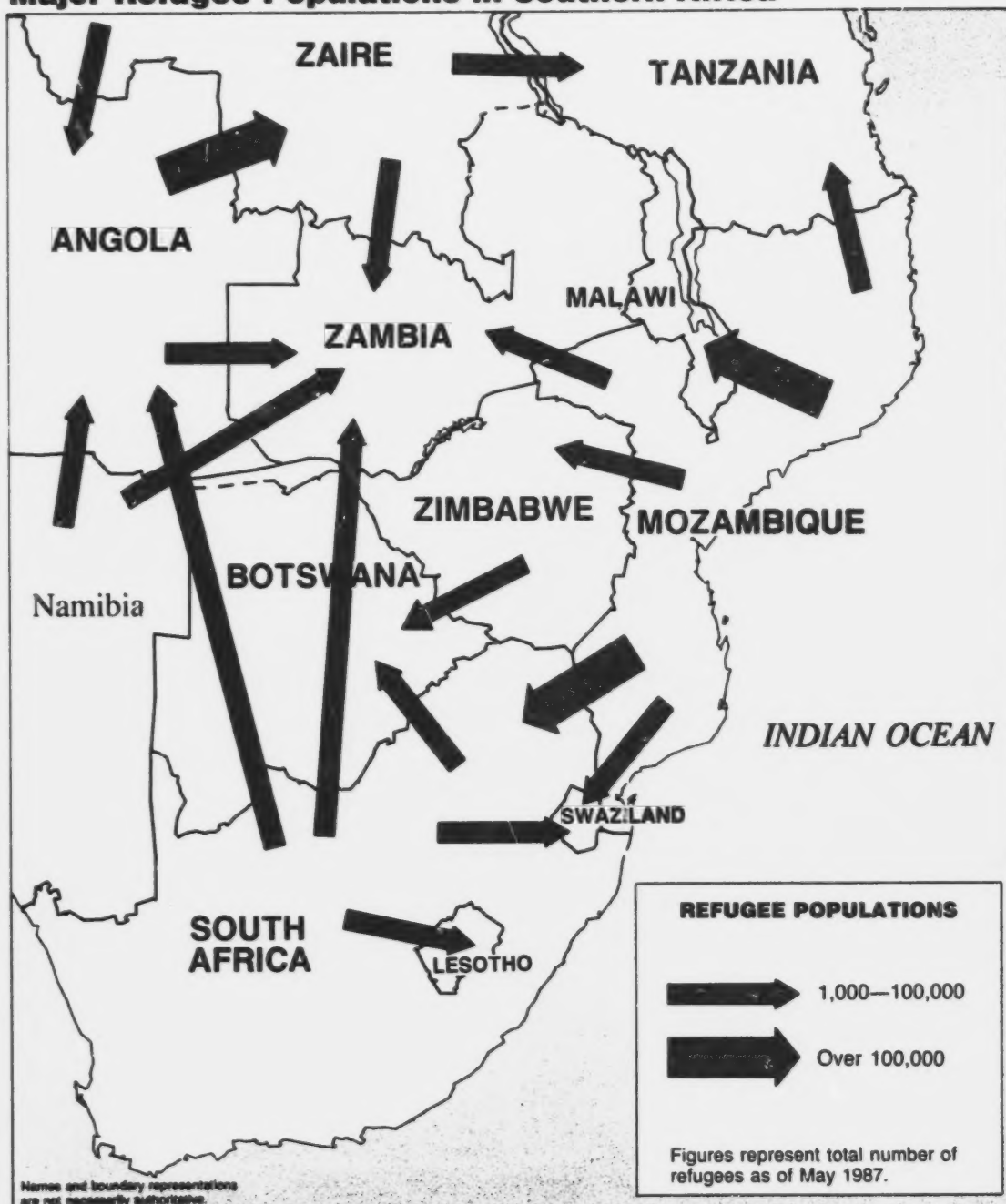
Since December 1985, more than 1,000 Zimbabwean refugees have repatriated, largely in response to improved security in their native Matabeleland. No indications have been given that returnees are harassed or ill-treated.



Food awaiting distribution in one sector of the sprawling Mankhokwe refugee camp in Malawi, which is now the largest in southern Africa. Over the past 12 months, 245,000 refugees have arrived in Malawi from strife-torn areas of Mozambique.

Courtesy: W. Garvelink.

Major Refugee Populations in Southern Africa



Refugees in Lesotho

Lesotho is a small state surrounded by a powerful neighbor. The South African Government has pressured Lesotho to ensure that it is not used as a base for anti-South African movements or activities. Nonetheless, Lesotho continues to provide asylum to a long-standing registered refugee population of about 1,000. The government estimates that also about 11,500 unregistered, self-settled refugees, mainly South Africans, live in the country.

The new government, which assumed power in January 1986, proclaimed general amnesty for all Basotho who fled the country during the tenure of its predecessor. These were thought to total 300 in Botswana, and an unknown number in South Africa. By May 1987, about 100 Basotho had returned from Botswana. The returnees have not suffered any significant reintegration problems.

Refugees in Swaziland

Swaziland's registered refugee population now totals 12,000, up slightly from a year ago. Of these, about 6,500 are ethnic Swazi South Africans, most of whom have lived in Swaziland for many years. The remainder are Mozambicans. Land shortages and ethnic differences have heightened tensions between Swazi nationals and the Mozambicans.

Over the past year, Swaziland has remained under pressure from both Mozambique and South Africa to assure that its two refugee populations do not use its territory as a base for insurgency operations. Nonetheless, Swaziland continues its liberal asylum policy towards refugees from both countries.

Mozambique

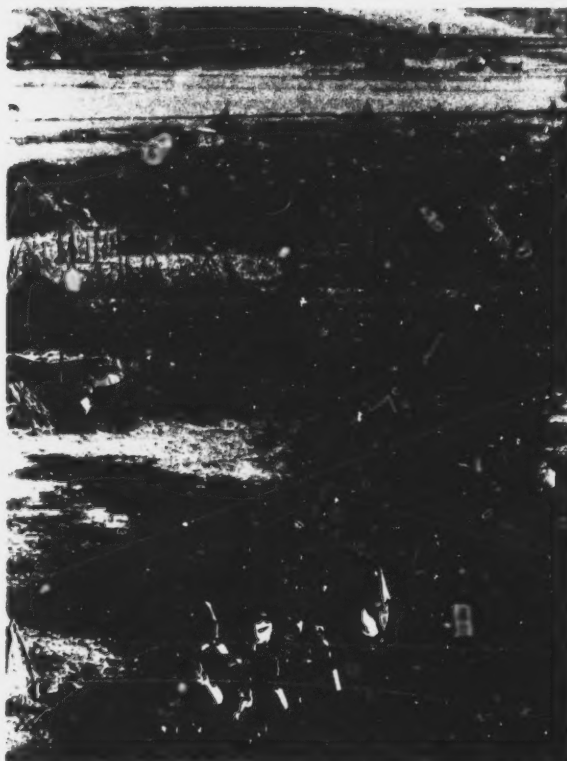
Civil war and the effects of recent famines have made Mozambique the largest generator of refugees in Africa after Ethiopia. At least 590,000 Mozambican refugees have fled into surrounding southern African countries, and more than a million Mozambicans have been internally displaced. As the conflict continues, conditions within Mozambique are expected to deteriorate further, generating more refugees and internal displacement.

Within Mozambique, ICRC assists those in the conflictive regions, and a UN Special Coordinator for Emergency Relief has overall responsibility for coordinating food assistance to the internally displaced. UNHCR is providing assistance to the few Mozambican refugees who have returned from surrounding countries.

Mozambique itself provides asylum to a small refugee population of about 500. About 200 are from South Africa and the remainder from elsewhere in southern Africa or outside the region. Fewer than 200 require UNHCR assistance.

Angola

The unrelenting civil war and acute food shortages in Angola have driven over 400,000 to seek asylum in neighboring Zaire and Zambia. A further 500,000 Angolans may be internally displaced or isolated by the conflict. ICRC is aiding civilian victims of the conflict within the country.



Round thatched "tukels," seen here at the Umm Saqata refugee settlement in Sudan, are characteristic dwellings of many refugees in the Horn of Africa. Women in the foreground are fetching their families' daily water supply.

Courtesy UNHCR, W. Wallace.

Despite internal instability, Angola continues to provide asylum to a stable population of some 92,000 refugees, mostly Namibian, but also South African and Zairian. UNHCR's assistance to these refugee populations is directed toward agricultural self-sufficiency.

The Horn of Africa

For many years, multiple insurgencies, exacerbated by recurring drought, have made Ethiopia one of the major refugee-generating nations of the world. This exodus has created sizable and seemingly permanent refugee communities in Sudan, Somalia, and Djibouti, despite moderate repatriations during intervals of improved security or climatic conditions. Throughout the same time span, Ethiopia has hosted refugees from some of those same neighbors, particularly the Southern Sudanese fleeing insurgency in that area. The competing support needs of these varied refugee and returnee groups within a sparsely developed, ecologically fragile, conflict-torn region create one of the most complex refugee situations anywhere in the world.

Refugees in Sudan

Sudan continues to host Africa's largest refugee population, despite a decrease over the past year to an estimated 828,000. About 535,000 of these are receiving international assistance, either from UNHCR or through American and other private voluntary agencies.

This population decline is attributable to improved security and weather conditions in Ethiopia, Uganda, and Chad, which over the last 12 months have diminished the flow of new arrivals while facilitating the return home of many who had entered during earlier years. An estimated 20,000 Ethiopians have returned to rebel-held areas of Tigray under the auspices of the Tigrayan Relief Society. In Eritria, the absence of a major government offensive has permitted significant returns to both government and rebel-held areas. Deteriorating security conditions in southern Sudan and enhanced stability in Uganda have caused at least 130,000 Ugandans to return home, although some reverse movements have also occurred as the Ugandan army has struggled to establish firmer control in the Northern border regions. It is estimated that some 30,000 Chadians have returned home from Western Sudan.

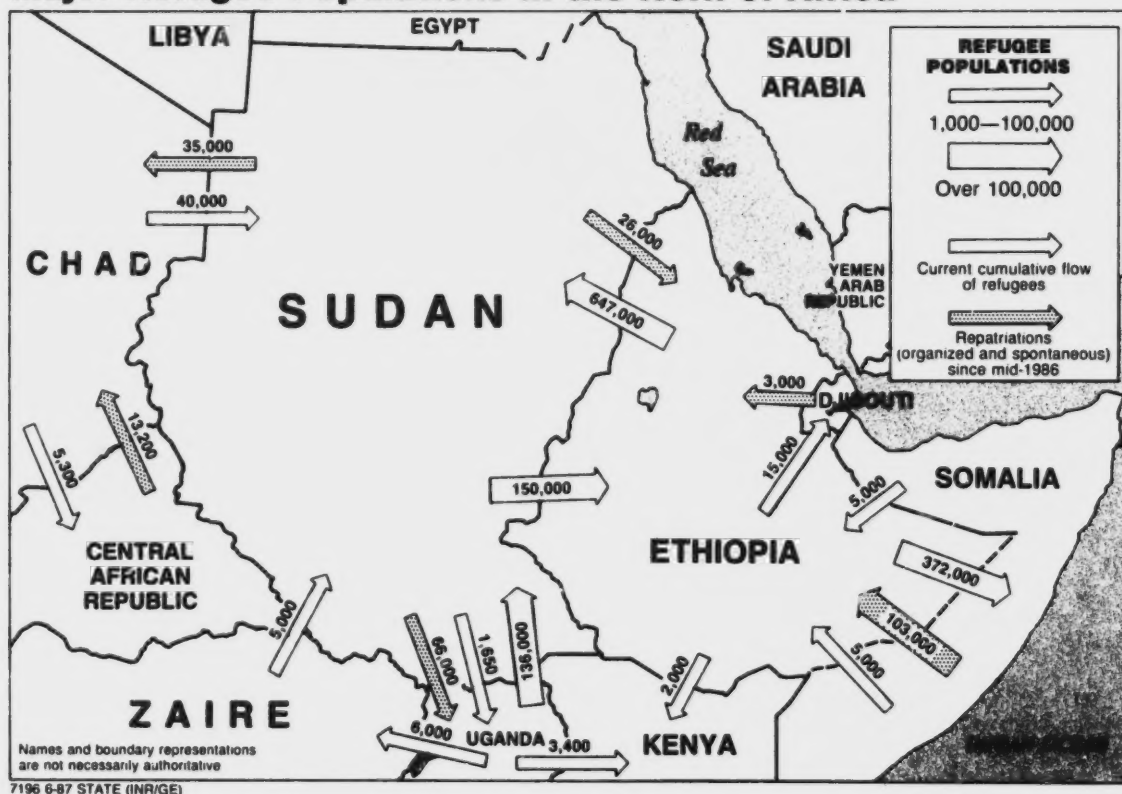
Recent months have witnessed a disturbing erosion of traditional public tolerance toward the large refugee population,

which increasingly is perceived as aggravating the current economic malaise and as a competitor for limited social services and foreign economic aid. Such resentments tend to focus most heavily upon Ethiopians, who make up the bulk of urban refugees and who often are ethnically and religiously distinct from Northern Sudanese. These changing public attitudes probably have been a factor in reported abuses by security forces engaged in a much-publicized endeavor to "clean up" Khartoum, an effort which also has created hardship for many internally displaced Sudanese.

Resentment seems also to be building against foreign relief agencies. Three expatriate relief agencies have been forced to leave Sudan. Other organizations are experiencing increased administrative problems (regarding free-entry of goods, tax relief, etc.) that may reflect suspicion or misunderstanding by lower-level officials.

The U.S. Refugee Resettlement Program in Sudan has also experienced difficulties in the last year. The voluntary agency administering it was among those expelled, and Sudanese delays in issuing exit visas have slowed the departure of over 1,100 refugees accepted for U.S. resettlement. However, as of mid-year, most of that number were expected to depart by the end of September.

Major Refugee Populations in the Horn of Africa





Refugee fuel requirements seriously deplete local resources in dry countries such as Somalia, heightening the threat of desertification. To counter this damage to host country ecology, private voluntary agencies are assisting in the planting of "wood lots," from which firewood can be systematically harvested.

Courtesy UNHCR, C. Berger

Refugees in Somalia

No significant additional influx of refugees has occurred over the past 12 months, but controversy continues regarding the number already in country and the amount of food assistance they require. Foreign observers believe that spontaneous returns to Ethiopia and in-country settlement may have reduced the population of the 43 camps to well under 400,000. Somali authorities do not acknowledge any significant repatriation or settlement; they claim a current camp population of 840,000, a statistic derived by combining a 1982 food-planning level negotiated with donors with official "new arrival" counts since. During the upcoming year, UNHCR hopes to achieve its long-sought enumeration of the total population on a camp-by-camp basis.

A parallel objective is the implementation of a "differential ration system," proposed by the World Food Program (WFP), which would vary food-assistance levels on a camp-by-camp basis to reflect differing local capacities for self-sufficiency. Somali authorities disagree on the modalities of the plan and have undertaken research to support a family-by-family differentiation scheme.

In February of the past year, the largely-Oromo population of Tug Wajale in North West Somalia was resettled in improved camps. These refugees had crossed from Ethiopia in the winter of 1985-86 to escape "villageization" and reported mistreatment by Ethiopian authorities, but fell prey to illness and malnutrition due to poor sanitation and uneven food deliveries at their badly situated initial camp site. When they relocated, their actual number was found to be only 32,000 rather than the officially registered total of 85,000.

Another favorable development was UNHCR's initiation of a voluntary repatriation program for refugees in the Ghedo region in Southern Somalia. By mid-1987, about 3,000 had already departed, and up to 10,000 more were expected to leave by the end of the year in a systematic program which enjoys Ethiopian Government cooperation. Most of those returning are ethnic Oromo.

To date, there has been no officially sanctioned resettlement of refugees within Somalia, although many are believed to have left the camps to seek urban employment. As an initial step in this direction, U.S. AID in January entered a grant agreement with the government for a project which will resettle 1,600 families on land supplied by the Somali Government under con-



The U.S. Coordinator for Refugee Affairs, Ambassador Jonathan Moore, visits Mozambican refugees in Malawi.

ditions designed to achieve self-sufficiency by mid-1991. It is hoped that this endeavor may serve as a pilot for similar future efforts by international donors and the Somali Government.

Refugees in Djibouti

By mid-1987, Djibouti's refugee population had fallen to approximately 15,000, thanks to the resumption of voluntary repatriation under UNHCR auspices, with the cooperation of the Ethiopian Government. The present population has been consolidated in the UNHCR-financed camp at Dikhil, and the small camp at Ali Sabieh has been closed. It is now intended that all refugees wishing to return to Ethiopia will be repatriated by the end of the year. UNHCR is monitoring the treatment of those who return to ensure that they are well treated.

Refugees and Returnees in Ethiopia

The ravages of civil war in southern Sudan have heightened refugee movements into Ethiopia during the past year. As of June 1987, the Itang camp population was officially estimated at 133,000 and growing at 1 to 2 thousand a month. In addition, some 30,000 recent arrivals were registered in a new camp at Dimma in Kefa Region, and another 20,000 had crossed into Asosa in Wellega Region. However, imperfect registration procedures may exaggerate these totals.

The drought's end and reduced fighting in Eritria and Tigray have induced large returns of Ethiopians from Sudan, although the spontaneous nature of these movements and the fact that some are in rebel-held areas makes a precise estimate of numbers difficult. In the east, by mid-1987 some 3,000 refugees had returned from Djibouti and another 3,000, largely Oromo, from Somalia under UNHCR-sponsored programs. In addition, reports continue of an informal repatriation of ethnic Somalis from Somalia, bringing the total of those thought to have crossed back in recent years to over 500,000.

Other Significant Refugee Developments

Returnees to Chad

Improved security and agricultural conditions in Chad have induced the return of a reported 122,000 refugees since late 1985, principally from Sudan and the Central African Republic, but also from Cameroon and Nigeria. These returns have reduced the number of Chadians in exile to perhaps 60,000—with over half in Sudan. Repatriation is expected to continue, although better economic conditions in countries of asylum may cause some to remain permanently. Many of those still in Sudan are seminomadic, with historic ties on both sides of the border,

and are ethnically indistinct from the Western Sudanese population.

The Government of Chad actively welcomes returnees and has sent missions to several neighboring countries to encourage and assist repatriation. UNHCR has established a presence in Chad to coordinate aid to approximately 120,000 returnees expected to require help in their resettlement.

Returnees to Uganda

Heightened security and a new-found respect for human rights under the Museveni government have facilitated repatriation to much of Uganda, which in some areas had already begun following the departure of Obote in 1985. The government has consciously refrained from persecution of officials or military personnel of prior regimes.

The precise number of returnees is difficult to calculate, since many have traveled spontaneously rather than under UNHCR or government auspices. Estimates of the total return from Sudan range up to 130,000. However, the new government's efforts to solidify its control are deterring return to some northern areas and may have prompted some early entrants to go back to Sudan. Pacification actions also have caused some internal dislocations of the resident population and limited movements out-of-country by dissident elements.

The once all-but-deserted West Nile region is rapidly returning to normal, now repopulated by those who had fled into Zaire and neighboring portions of Sudan. Confidence in the future security of the region has been enhanced by local representation in the Museveni government and the absence of reprisals against leaders associated with prior regimes. Extensive UNHCR assistance and a U.S.-funded agricultural project continue to foster rehabilitation of this potentially prosperous region.

Refugees in Zaire

The number of Angolan refugees in Zaire has continued to grow and by mid-1987 had reached an estimated 306,000. Most have settled in ethnically related and not already overpopulated areas, which facilitates their integration and acceptance. Nonetheless, the country's limited resources require that UNHCR and other international donors supply needed food, housing, medical, and other assistance.

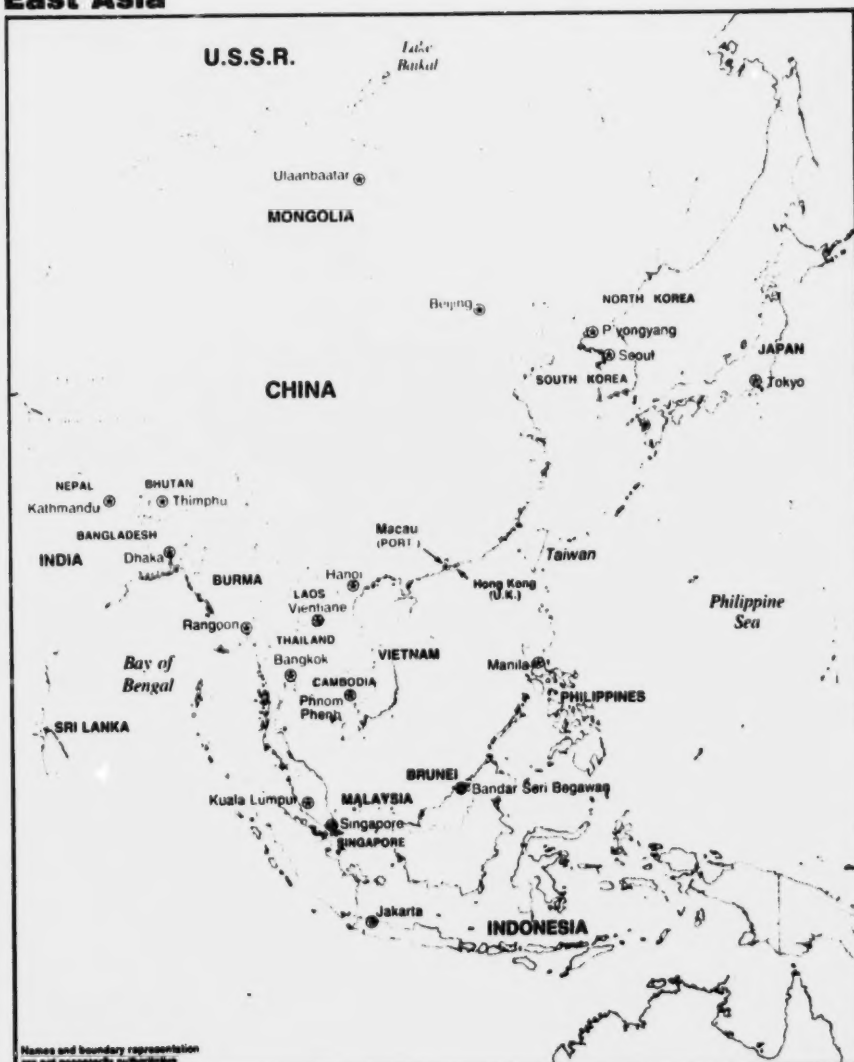
Of the 80,000 Ugandans who at one time had fled into northeast Zaire from the West Nile Province, only about 6,000 still remain. In addition, there are in eastern Zaire an estimated 22,000 refugees from Burundi and Rwanda, and about 500 from Zambia.

Refugees in Tanzania

Tanzania continues to maintain a liberal open-door policy toward refugees. UNHCR now counts a total of 234,000 refugees under its mandate in Tanzania. Approximately 200,000 of these are long-time residents from Burundi or Rwanda, many of whom have achieved a substantial measure of integration and self-reliance. Some 15,000 are recent arrivals from Mozambique. The 16,000 Zairians who have settled on Lake Tanganyika across from their homeland pose an alleged security threat to Zaire and consequent political difficulties for their hosts. Tanzania has agreed to relocate these refugees to a still-undecided location in the interior and has been promised UNHCR-assistance in that operation.

Some registered Burundian refugees in Tanzania were caught up in an April 1987 expulsion of a reported 5,000 illegal immigrants from Burundi. Those improperly expelled apparently have been able to remain in Burundi without difficulty. The Government of Tanzania has recently indicated it will permit any who wish to return to Tanzania to do so.

East Asia



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Chapter II

East Asia

Two million people have fled Indochina since the 1975 Communist takeover of Vietnam, Laos, and Cambodia. The refugee flow continues: In calendar year 1986, over 20,000 Vietnamese boat refugees found first asylum in Southeast Asia and Hong Kong; some 2,000 more Vietnamese trekked across Cambodia to Thailand; arrivals of Lao refugees in Thailand totaled 3,500. As of May 1987, the entire UNHCR-registered first-asylum population of Indochinese refugees was over 165,000. In addition, Thailand hosts a Cambodian displaced person population of approximately 265,000.

Many fleeing Vietnam have spent difficult years in "re-education camps"; others have been forcibly sent to "new economic zones." The Communist takeover of Laos imposed similar institutions in that country, along with material hardships engendered by economic policies alien to the Lao way of life. The Vietnamese conquest of Cambodia in 1978 and recurring conflict since have displaced hundreds of thousands of Khmer, visiting upon them a suffering second only to the brutalities inflicted by the Khmer Rouge in the 4 previous years.

Thailand bears the brunt of the first-asylum burden. In addition to receiving asylum-seekers across its land borders from all three countries of Indochina, in the past year Thailand became second only to Malaysia in boat arrivals. Other major destinations of those fleeing by sea are Indonesia, Hong Kong, the Philippines, and Singapore. For unclear and possibly varied reasons, the past year has seen a northward or westward shift in boat escape routes, causing an upturn in arrivals in Thailand, Malaysia, and Hong Kong and much lower totals in Indonesia, the Philippines, and Singapore.

Pirate attacks upon boat refugees have continued to decline from their high of several years ago but remain a grave menace to those escaping Vietnam by sea. The sustained reduction in pirate activity reflects an energetic endeavor by regional governments to prosecute those who prey on refugees at sea.

The Orderly Departure Program (ODP), established in 1979 by the UNHCR under an agreement with the Government of Vietnam, offers safe, legal departure for those who otherwise might choose the dangers of clandestine escape. By May 1987, the ODP mechanism had assisted in resettling close to 125,000 persons, including over 58,000 in the United States. In mid-July 1987, the Vietnamese indicated they would permit a resumption of interviews under the U.S. program. They had unilaterally suspended the program at the beginning of 1986, which had slowed departures to the United States and had threatened virtually to end them by the fall of 1987.

The non-Communist nations of Southeast Asia have been generous in receiving and granting first asylum to Indochinese refugees, on the understanding that asylum is temporary pend-

ing permanent resettlement elsewhere. They also look to the international community to relieve the economic burden of large first-asylum camps.

The UNHCR Orderly Departure Program

The UNHCR Orderly Departure Program (ODP) offers a safe and legal alternative to dangerous boat departures from Vietnam. Over the 8 years since it was created by a June 1979 agreement between UNHCR and the Socialist Republic of Vietnam, some 125,000 people have left that country through the ODP, over 58,000 to the United States and the remainder to nearly 30 other countries.

As the program developed from its small beginnings, there was a commensurate growth in the proportion of Vietnamese leaving under ODP as compared to the percentage fleeing by boat. In both FY 1984 and FY 1985, more people left Vietnam through the ODP than arrived in first asylum by boat. However, subsequent Vietnamese obstructions to the program, including a suspension of U.S. interviews in 1986, have reversed this trend. In FY 1986 and the first half of FY 1987, boat arrivals were again exceeding departures under ODP.

Interview Suspension

The Government of Vietnam unilaterally suspended UNHCR interviewing in Ho Chi Minh City for U.S. cases on January 1, 1986, and has seriously restricted processing for other countries' programs as well. The reason originally given by Vietnam for suspending U.S. interviews was the existence of a backlog of interviewed but not-yet adjudicated cases. The backlog was caused by Vietnam's submission of an excessive number of applicants who had not been prescreened by the United States. On the other hand, Vietnam has failed to issue exit permits or schedule interviews for thousands of prescreened Vietnamese who had been identified to them as of special interest to the United States.

ODP departures for the United States and other countries have continued even throughout this period of disruption, but at a reduced rate. In an effort to resume and improve ODP processing, several rounds of technical talks have been held with Vietnamese representatives, as well as high-level discussions in Geneva, all under UNHCR chairmanship. At talks on July 13-14, the Vietnamese agreed to allow interviews for the U.S. program to resume in the near future. If this does not occur, departures for the United States will slow to a virtual halt when the current pool of interviewed applicants is exhausted.



A family of Vietnamese boat people are rescued from their small and unseaworthy craft by a passing vessel. Refugees picked up at sea by merchant ships are transported to the next scheduled port of call, where UNHCR arranges for temporary asylum pending resettlement in one of some 15 countries that have pledged to accept such persons.

Courtesy: UNHCR. R. Manin

President Reagan's Initiatives for Amerasians and Political Prisoners

In September 1984, Secretary of State Shultz announced that over a 3-year period, the United States would admit all Amerasian children and close family members still in Vietnam. The Secretary also announced an initiative to bring present and former reeducation camp prisoners and their close families to the United States, with an initial program for 10,000 over a 2-year period. These two initiatives were formally presented to the Vietnamese representatives at the UNHCR October 1984 meeting on the ODP in Geneva.

Although Vietnam's initial response to the President's Amerasian initiative appeared encouraging, their subsequent suspending of interviews has brought such movements to a standstill. Since its inception, the ODP has brought to the United States more than 3,700 Amerasian children and more than 5,300 of their close family members. An estimated 8,000 to 12,000 Amerasian children remain in Vietnam, where they face special hardships because of their mixed racial background.

Following the 1984 U.S. proposal regarding reeducation camp inmates, Vietnam withdrew its earlier offer to release all such persons if the United States would admit them. However, since that time, 1,210 former prisoners and family members have departed Vietnam under ODP to rejoin relatives in the United States. We continue to stress to the Vietnamese Government our strong interest in resettling current or past political prisoners and their families but have received no favorable response.

The United States Orderly Departure Program

	FY 1986	FY 1987 (through April 1987)
Regular Subprogram	8,384	7,381
(a) Family reunification	8,070	7,208
(b) Former USG employees	163	49
(c) Others of concern	151	124
Amerasian Subprogram	1,524	186
(a) Amerasian children	578	63
(b) Accompanying relatives	946	123
Reeducation Camp Subprogram	633	312
(a) Former re-ed prisoners	133	58
(b) Accompanying relatives	500	254
Total	10,541	7,879

Thailand

Thailand's geography makes it the natural destination for the majority of Indochinese refugees. Buddhist traditions of tolerance and humanitarian concern facilitate Thai acceptance of asylum-seekers, but experience with earlier inflows of ethnically diverse neighbors has tempered that hospitality. Since 1980, Thailand has initiated a series of steps to tighten control over asylum-seekers and to minimize the country's attraction to other potential exiles.

The UNHCR's Orderly Departure Program in FY 1986

Country	Persons Accepted for Resettlement
United States	10,541
Canada	3,800
Australia	2,085
France	1,049
Germany (FRG)	712
United Kingdom	263
Norway	117
Belgium	83
New Zealand	183
Netherlands	68
Sweden	127
Other Countries	225
Total	20,053

The post-1975 refugee flow is merely the most recent influx of refugees to Thailand. Since World War II, Thailand has extended asylum and assistance to three other major refugee groups: 60,000 Vietnamese fleeing the French-Indochinese conflict between 1945-55; 12,000 Chinese supporters of Chiang Kai-Shek in the mid-1950's; and 30,000 Burmese in the early 1960's. All proved difficult to assimilate. This recent history, and concern regarding the nation's limited resources, strongly influence government policies toward the 110,000 first-asylum Indochinese refugees and 265,000 Cambodian displaced persons who remain in Thailand today.

Thailand is not a signatory to the UN Convention on Refugees. Its law does not extend formal refugee status to any

aliens, nor does the government generally grant permanent resettlement to other than ethnic Thais or those possessing a possible claim to Thai citizenship. Nonetheless, on humanitarian grounds, the cabinet has granted temporary asylum to specific categories of refugees, pending their repatriation or resettlement elsewhere.

The precise terms and conditions of temporary asylum vary according to ethnic category, place and method of arrival, and other factors. The period of asylum generally is not specified, except when a commitment to onward resettlement has been made prior to admission (e.g., the Orderly Departure Program or persons debarked from rescuing vessels). The conditions of asylum and provision of support to refugees is governed by working agreements between the Thai Government and UNHCR, ICRC, or UNBRO. Under those agreements, it provides land for camps, administrative staff, and security.

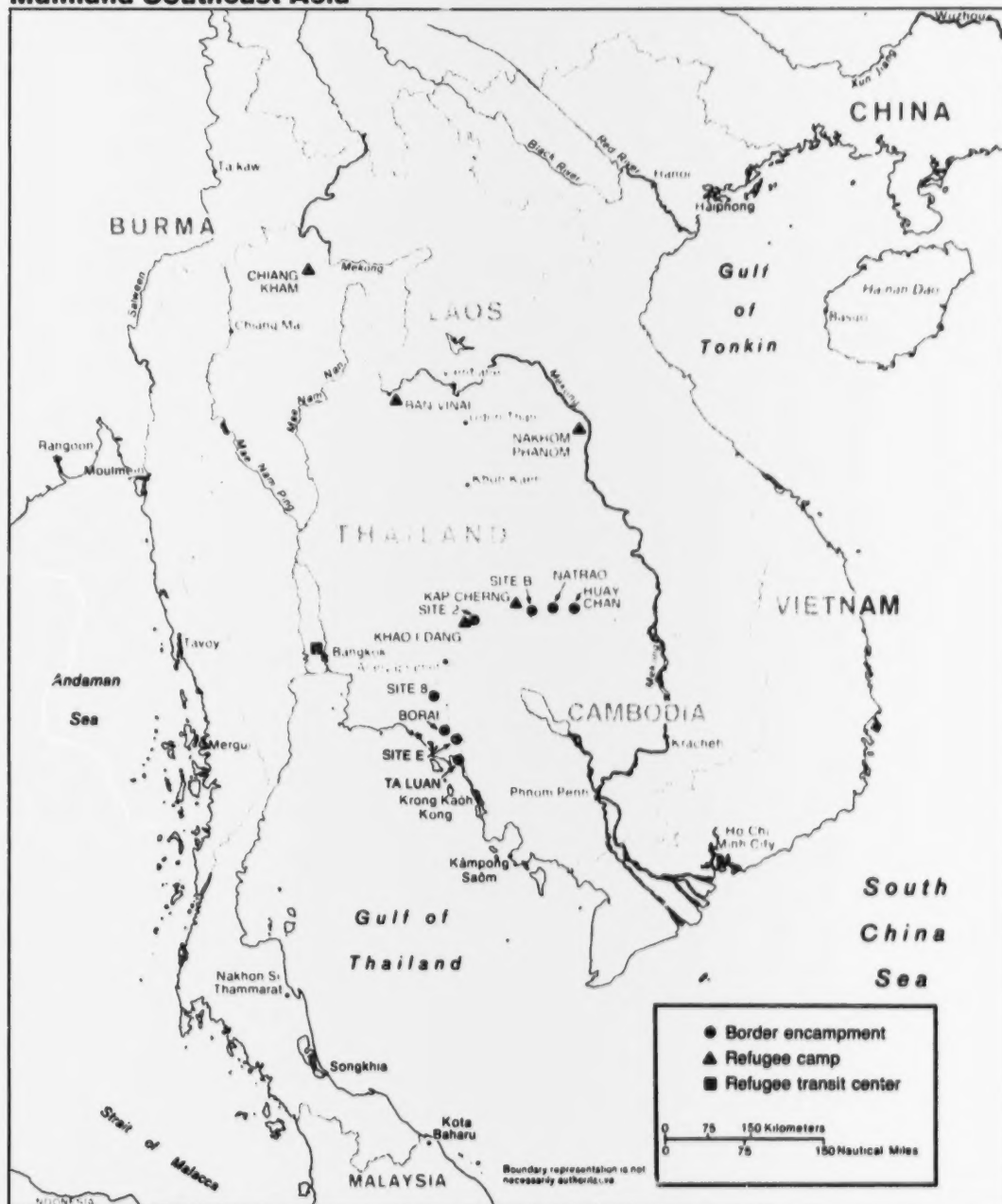
The government believes an increasing proportion of Indochinese asylum seekers are illegal "economic migrants" rather than political refugees. Accordingly, Thailand actively seeks to discourage new arrivals, particularly from Laos. Current Thai laws provide heavy punishment for anyone assisting illegal aliens to enter the country and empower the Interior Ministry to turn back illegal aliens attempting to enter Thailand, whether by boat or by land. A screening program, monitored by UNHCR, has been established to differentiate political refugees from economic migrants. Local Thai authorities have denied some Lao access to screening. In addition, 108 Hmong were expelled from the Ban Vinai refugee camp in March 1987, of whom 38 were involuntarily repatriated to Laos.



A typical encampment for refugees or displaced persons in Thailand, which continues to receive the brunt of the steady outflow from the Communist countries of Indochina. Thailand now hosts almost 375,000 Indochinese who have fled their homelands by boat or by foot.

Courtesy ICRC: M. Hiller.

Mainland Southeast Asia



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In pursuit of what it termed "humane deterrence," between 1981 and 1985 Thailand restricted resettlement processing of lowland Lao and Vietnamese arriving by land, which it suspected had become a magnet for larger influx. However, in 1985 the government adopted an "open resettlement" policy under which resettlement countries may now freely process Laotians, Khmer, and Vietnamese refugees. Specifically excluded are those displaced persons not considered refugees, such as Laotians not qualifying under the border-screening process, and the 265,000 Cambodian displaced persons encamped along the Thai-Cambodian border.

Efforts to foster voluntary repatriation of Indochinese refugees in Thailand have met with very limited success. As of March 1987, over 3,000 Lao had returned home under a 1980 agreement between the two governments. Negotiations toward a similar agreement with Cambodia have been stalled since 1980. However, the Thai Government has assisted Khmer in holding centers to return voluntarily to the Thai-Cambodian frontier. There have been no returns to Vietnam.

International assistance for the displaced Cambodian border population is coordinated by the United Nations Border Relief Operation (UNBRO), established in 1982 by the UN Secretary General. The UN Development Program (UNDP) regional representative in Bangkok also serves as UNBRO's operational director. ICRC provides medical assistance and protection to victims of conflict. Unlike refugee camps, the internal administration of the Cambodian border encampments is under the jurisdiction of their own political leadership, not that of the Thai Government.

Vietnamese in Thailand

The Vietnamese boat refugees' arrival in Thailand has more than doubled in recent months: 4,956 landed during the first 5 months of 1987, in comparison with 2,094 in the same period of 1986. Arrivals for all of 1986 had totaled 3,971, up from 3,309 in 1985. Many boats now land on the eastern coast, adjacent to Cambodia, rather than along the southern peninsula across the gulf from Vietnam. Pending their onward resettlement, Vietnamese boat refugees are granted temporary asylum in a special section of the UNHCR camp at Phanat Nikom.

Over recent years, many boat refugees have been subject to pirate attack en route to Thailand. The Thai Government's collaboration in an international effort to combat this menace and to encourage the extension of humane assistance to refugees in distress on the high seas is discussed separately in this chapter.

Over 3,000 Vietnamese land refugees, who have trekked across Cambodia to seek refuge in Thailand, now live in a segregated area at the Cambodian border encampment known as Site 2. The ICRC makes a special attempt to ensure their security. Given the traditional enmity between the Cambodians and the Vietnamese, ICRC and the international community have urged the Thai Government to remove this group to a safer location within Thailand. Although the Thai Government has not acceded to this request, it has permitted some limited third-country resettlement processing of this group—an option not available to the displaced Cambodian population.

Lao in Thailand

Thailand hosts 75,000 refugees from Laos. Approximately 53,000 are highlander or hilltribe refugees, located principally at the Ban Vinai and Chiang Kham camps. There are about 22,000 lowland Lao refugees, most concentrated at the Ban Na Pho camp. Since July 1985, the Thai Government has conducted a screening program for Lao asylum-seekers to identify and return to Laos those determined not to be bona fide refugees. None so identified have as yet been repatriated, despite the agreement in principle of the Lao Government to accept them. Those judged to be bona fide refugees are eligible for possible third-country resettlement.

Results of the first 22 months of the screening program are as follows:

Total Arrivals	Accepted	Rejected	Pending/Other
8,374 (100%)	5,593 (67%)	2,121 (25%)	660 (8%)

In May and June 1986, the government rounded up some 4,500 Lao living illegally in Thailand and placed them in Chiang Kham camp. In a similar effort in March and April 1987, the Royal Thai Army gathered a number of lowland Lao who had been living in the border provinces and placed them in Ban Na Pho camp.

As of mid-July 1987, the status of up to 1,400 Hmong (highlander) asylum-seekers in Thailand's Nan Province remained unresolved. Thai authorities contend that the so-called Nam Pun group are resistance fighters and therefore have not granted them access to the screening program. The United States continues to urge that Thailand permit international organizations to ensure that the group has adequate food and medical care.

Cambodians in Thailand

Thailand hosts a total of some 25,000 Cambodians at the Khao I Dang camp. UNHCR continues to provide basic assistance at Khao I Dang, despite the camp's official closure on December 31, 1986. In addition, Thailand grants temporary haven to some 265,000 displaced Khmer, who receive aid from other relief organizations at "evacuation sites" along the Thai side of the border.

Approximately 12,000 of the Khmer now at Khao I Dang are remnants of a much larger population that entered Thailand in late 1979 and early 1980, when Thailand briefly opened its border to Cambodians who were fleeing the Vietnamese invasion and its accompanying widespread famine. Subsequent arrivals at Khao I Dang have entered without Thai authority. In August 1984, UNHCR, with the agreement of Thai authorities, regularized the status of 4,400 illegal entrants to the camp, designating them not as refugees but as "family card holders." A similar census in September 1985 identified a further 7,200 persons who entered after August 1984. They are known as "ration card holders" and are now housed in a separate annex adjacent to the center. Those who have entered the camp since that date are considered illegal entrants, and, when found, are transferred to the evacuation sites on the border in accordance with a Thai policy announced in December 1986.

The United States has accepted for resettlement nearly 140,000 Khmer formerly resident at Khao I Dang and other now-closed holding centers. These include about 1,300 "family card holders." Processing of all categories of residents of the camp is continuing. The Government of Thailand has indicated that eventually it will evacuate to the border sites all residents who have not received resettlement offers. However, as of May 1987, the only persons who had been moved to the border were 400 people who had entered the camp illegally after September 1985.

The Thai Government permits displaced Khmer on the Thai side of the border only because their former camps on the Cambodian side came under Vietnamese military attack in 1984 and 1985. This population receives shelter, water, and food from the UN Border Relief Operation (UNBRO). UNBRO is assisted by 13 private voluntary organizations, who primarily supply medical and health care. The ICRC acts as the lead protection agency and provides emergency medical assistance to the war-wounded and new arrivals coming across the border. Because these persons are not recognized as refugees by Thailand and the international community, third-country resettlement is not an option. However, the few with qualifying family members in the United States are eligible to enter the United States through normal immigration procedures or humanitarian parole.

Burmese Highlanders in Thailand

Approximately 19,000 Karen hilltribe people from Burma are presently encamped along Thailand's northwest border, where they were first admitted in 1984 when their villages were attacked by Burmese army troops. They receive relief assistance from private voluntary agencies and are expected to return home voluntarily when conditions permit.

Malaysia

Over its 30 years of independence, Malaysia has experienced two major and prolonged refugee influxes: Vietnamese boat people who began to arrive in 1975 and Filipinos who since 1970 have been fleeing violence in Mindano and the Sulu Archipelago. Intermixed with the latter have been a large number of Filipino economic migrants, who have no claim to refugee status.

Indochinese Refugees in Malaysia

Since 1975, over 220,000 Indochinese refugees have reached Malaysia by boat. The inflow has ranged between 7,000 and 8,000 annually over the last 2 years, down from higher numbers in earlier years but still the highest boat arrival rate of any country in Southeast Asia.

Malaysia grants these Indochinese refugees first asylum on the understanding that they will move to third countries within a reasonable period of time. Despite the presence of some long-stayers, by and large this has been accomplished. As of May 1987, 8,500 Indochinese refugees were still in Malaysia, down



Some 265,000 displaced Cambodians live in camps just inside Thailand. Essential support is provided by the United Nations Border Relief Operation, assisted by the International Committee of the Red Cross and a number of private voluntary organizations.

from a peak of over 70,000 in 1979. During the preceding 12 months, there had been 7,850 new arrivals, and just over 7,000 had been resettled to the United States, Australia, Canada, and 14 other countries. Thus, the first-asylum population over the past year has remained essentially stable.

Most Indochinese arrivals in Malaysia are ethnic Vietnamese or Vietnamese of Chinese extraction. They generally land on the peninsular East Coast, home to a predominantly conservative, Moslem, ethnic-Malay population. To contain and minimize the unsettling effect of the Indochinese presence upon the native population, the government restricts the refugees to a closed camp on Pulau Bidong Island and the Sungei Besi transit center near Kuala Lumpur. The camps are administered by the Malaysian Red Crescent Society, under a contract with UNHCR. Refugees are not permitted to work, so their direct economic impact on the local economy is minimal.

Like other Southeast Asia asylum countries, Malaysia generally does not grant permanent resettlement to Indochinese refugees. As an exception, it has resettled about 7,000 Khmer Moslems from the Thai-Cambodia border area, as well as several hundred Thai and 2,500 Burmese Moslems having ancestral ties in Malaysia. These persons receive a year of cultural orientation and language instruction before they are integrated into the local economy. In 1986, some 250 Khmer who had converted to Islam prior to their resettlement from the Thai border resumed the practice of their ancestral religion and are now resident in the Sungei Besi camp.

Filipino Refugees in Malaysia

UNHCR estimates that perhaps 90,000 Filipino refugees now live in the remote State of Sabah. Intermixed with them are a probably much larger number of economic migrants, leading some to estimate the total Filipino population at up to 300,000. They are almost all Moslems and ethnically similar to much of the local Moslem community. They are allowed to work and have become substantially integrated into the area's economy. However, the Filipino presence is becoming an increasingly contentious issue in Sabah, where it is perceived as changing the social and political balance of the area.

Indonesia

Since 1975, Indonesia has granted temporary asylum to refugees from Indochina pending their resettlement elsewhere, but accepts none for permanent resettlement on its own territory. This later policy reflects government concern over increasing population pressures and political sensitivities regarding ethnic minorities within the country.

Refugees landing in Indonesia are housed on Galang Island, 40 miles south of Singapore. Galang's isolation from major population centers and the government's constructive, low-key approach to refugee assistance has minimized the impact of the refugee presence on the Indonesian domestic scene. UNHCR, which operates the Galang camp, largely bears the costs of refugee assistance. The Indonesian Red Cross supplies medical assistance.

Until late 1986, the Galang facility included a refugee processing center, which administered language training and cultural orientation for refugees en route to resettlement in other countries. These services have now been consolidated at the refugee processing center in Bataan, Philippines, leaving only first-asylum refugees at Galang.

Decreased arrivals in Indonesia and closure of the refugee processing center had reduced the refugee population to 2,400 in May 1987, down from 6,900 1 year before. The reasons for the decline in arrivals are not certain, but may include a decrease in the number of pirate attacks along the shorter routes to Thailand and Malaysia, Indonesian efforts to discourage commercial "shuttle boat" transits from Vietnam, or a misunderstanding of reports of the closure of the refugee processing center. Region wide, the drop in Indonesian arrivals has been more than offset by higher boat flows elsewhere.

Singapore

Singapore permits refugees rescued at sea to disembark from vessels calling there, on condition that their onward movement within 90 days is guaranteed by a resettlement country. The UNHCR supplies these guarantees from international resettlement reserves under the two UNHCR-sponsored rescue at sea programs (DISERO and RASRO) described elsewhere in this chapter.

Singapore permits transit through its harbor and airport of Indochinese refugees en route from first asylum in neighbor-

ing Indonesia to their countries of resettlement. A former military facility, the Hawkins Road Camp, serves as a temporary transit center for these refugees and for those rescued at sea.

In recent months, the shift in escape routes northward towards Malaysia and Thailand has reduced the number of refugees transiting Singapore from Indonesia and those rescued at sea by ships bound for Singapore. As of May 1, 1987, there were 51 Indochinese refugees awaiting onward travel from Singapore.

Hong Kong

Hong Kong's boat refugee population has declined to about 7,800 (May 1987) from 8,700 a year earlier, but still vies with Thailand and Malaysia as the largest in Southeast Asia. The reduction reflects a continued excess of resettlement departures (4,106 in FY 1986) over boat arrivals (2,481 in FY 86), offset partly by a high birthrate among those in first asylum.

The Indochinese refugee presence remains a highly contentious issue in Hong Kong, despite minimal numerical or economic impact upon the colony's 5.4 million inhabitants. Resentment of the Vietnamese presence is increased by the fact that the Colony routinely deports illegal Chinese immigrants arriving from the mainland, who often have close family ties among the local populace.

The current Hong Kong refugee population differs from boat groups elsewhere in ethnic composition and in its very high percentage of long-stayers. Some 3,300 ethnic Vietnamese from North Vietnam make up over 40 percent of the current camp population. These persons generally lack ties with the old South Vietnamese Government or other associations which would enhance their eligibility for onward resettlement. All told, some 60 percent of the current population has been in first asylum for over 4 years, and 75 percent for more than 2 years.

Since 1982, all new arrivals have been placed in closed camps. Here, refugees are effectively cut off from the life and the economy of the colony and have little or no means of gainful employment. The closed camp policy has been sharply criticized both within and without the colony but apparently is supported by local popular opinion.

No specific evidence suggests that the closed camp policy has affected the choice of routes by boat refugees. However, it may induce some arriving in boats to continue on to other destinations rather than terminate their flight at Hong Kong. Immigration officials warn all arriving boat passengers that if accepted for first asylum, they will be detained in closed camps with limited opportunity for resettlement. Boats choosing to continue elsewhere are granted provisions and refitting. In 1986, 257 boat refugees elected to sail on to other destinations as did 25 in the first 4 months of 1987. Many of these reportedly were Vietnamese who had previously taken refuge in China and thus were at risk of being deported from Hong Kong as illegal immigrants from China.

In FY 1986, the United States accepted 1,538 refugees for resettlement from Hong Kong, down from 1,685 in the previous year. Movements in the first 8 months of FY 1987 numbered

only 412, reflecting in part the presence among the residual population in Hong Kong of many Northern Vietnamese with no past associations that render them appropriate for U.S. resettlement.

Macau

Macau has admitted no new refugees since 1982, and as of May 1987, its refugee population totaled 600. The overwhelming majority are ethnic Chinese who had been resettled from Vietnam in China before moving on to Macau. Their numbers are too small to have an economic impact on the colony and their presence is not controversial.

The population is concentrated in a village-like camp which is nominally closed, although some refugees are employed outside. The majority work in the camp, making artificial flowers for export. Morale reportedly is good.

The camp population is steadily diminishing, as resettlement progresses at a rate of about 80 refugees per year. The principal destinations are Canada and Australia, and, to a lesser extent, Sweden.

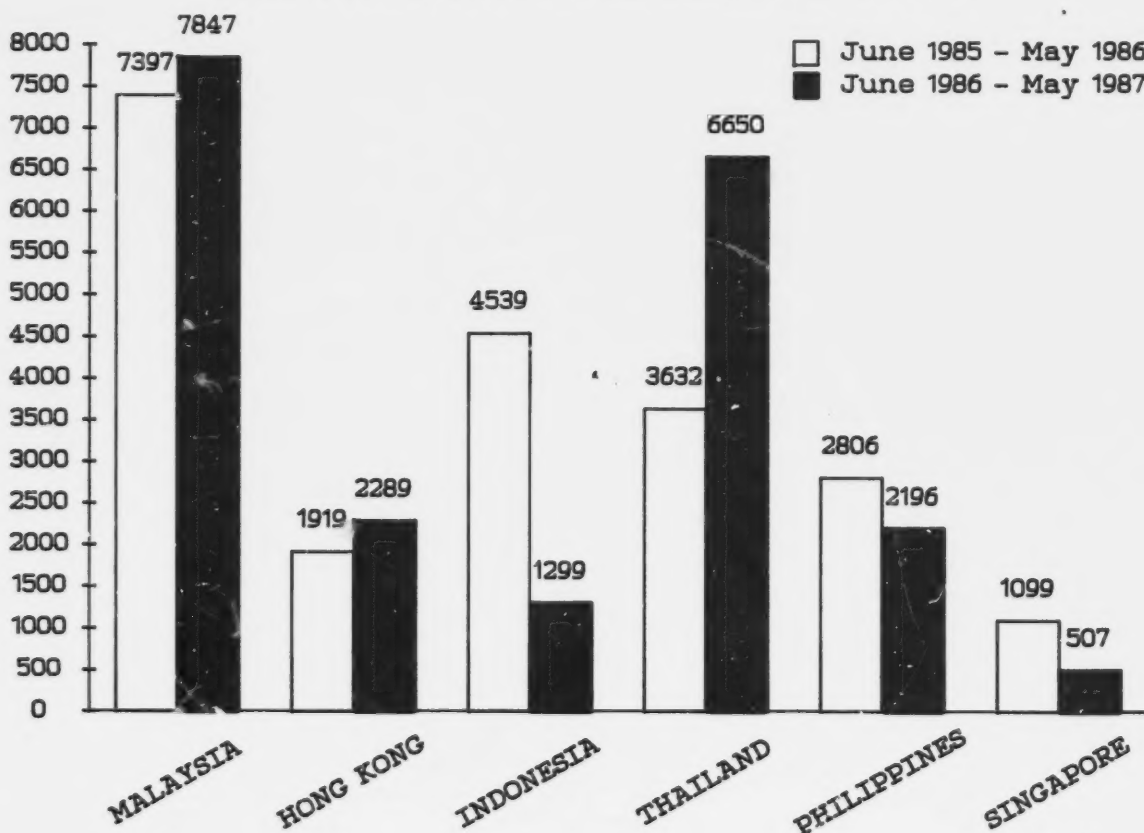
Philippines

The new government that came to power in February 1986 has maintained the nation's traditionally generous posture toward Indochinese refugees. The Philippines continues to receive and grant first asylum to numerous Vietnamese boat refugees, and also to host regional training and transit facilities for Indochinese refugees en route to resettlement countries.

Refugees landing in the Philippines or disembarked there by rescuing vessels are housed at the Philippine First Asylum Camp at Palawan, pending third-country resettlement. The camp is funded by UNHCR but administered by the Philippine Western Army Command in collaboration with several voluntary agencies and international organizations. Camp population ranges between 2,000 and 3,000, depending upon arrival rates and the pace of resettlement.

The Philippine Refugee Processing Center (PRPC) in Morong, Bataan provides language training and cultural orientation to Indochinese refugees from throughout the region before they are resettled in other countries. It was built in 1979 at a cost of over \$25 million, and with later additions, can accommodate up to 17,000 refugees.

BOAT ARRIVALS IN SOUTHEAST ASIA



The PRPC is administered by UNHCR in cooperation with the Philippine Government and is available to any resettlement country. However, most of the over-200,000 refugees who have benefited from the center have been destined for the United States.

A third facility is the Philippine Refugee Transit Center (PRTC) near the Manila Airport, which can house up to 600 refugees en route to the PRPC or outward bound to the United States or other country of resettlement.

Like other first-asylum countries in the region, the Philippines does not as a general rule allow local resettlement of Indochinese refugees. However, over the years, it has granted permanent residence to over 1,800 Indochinese with strong pre-1975 ties to the Philippines.

The Anti-Piracy and Rescue-at-Sea Programs

Anti-Piracy

Piracy against Vietnamese boat refugees in the Gulf of Thailand remains a grievous concern, despite the Thai Government's considerable success over the past year in its efforts to deter future attacks by more effective law enforcement. Pirates primarily attack refugee boats heading for southern and eastern Thailand and Malaysia. The primary zone of danger covers thousands of square miles in the Gulf of Thailand, making effective patrolling at sea difficult and the apprehension of pirates in the act of attacking their victims highly unlikely.

In 1986, 15 percent (98) of the 657 refugee boats landing in Thailand and Malaysia had been attacked en route, down from 25 percent in 1985 and a high of 56 percent in 1981. In the first 3 months of 1987, the attack rate dropped further to 11 percent.

In 1982, the United States joined 11 other donors in funding a UNHCR program to assist Thailand to combat piracy. Experience has shown the most effective deterrent to be energetic and efficient land-based law enforcement, which since 1985 has been the focal point of the program. In companion efforts, UNHCR supports programs to provide piracy victims with medical care and counseling.

Over the last year, the Thai Government's anti-piracy effort has shown dramatic results: over 50 piracy arrests were made, more than in all previous years combined; 10 piracy trials were concluded, with one individual sentenced to death and 21 others to prison terms varying from 3 to 50 years.

In early 1987, a team of international experts reviewed the piracy situation and the UNHCR-Thai Anti-Piracy Program. Their recommendations include continued emphasis on land-based law enforcement, with expenditures directed toward training and operations rather than further equipment purchases.

Rescue-at-Sea

Traditionally, a resettlement country accepts for asylum refugees who have been rescued at sea by ships flying its own flag. However, some small resettlement countries have relatively

large merchant fleets, and realistically cannot be expected to accept for resettlement all refugees that their vessels may rescue. Moreover, a number of countries do not feel that they can absorb any refugees for resettlement at all, even though in some cases very large fleets sail under their flag. To encourage rescue at sea by all vessels, and to facilitate prompt disembarkation and orderly onward movement of those picked up, UNHCR sponsors two collaborative resettlement programs.

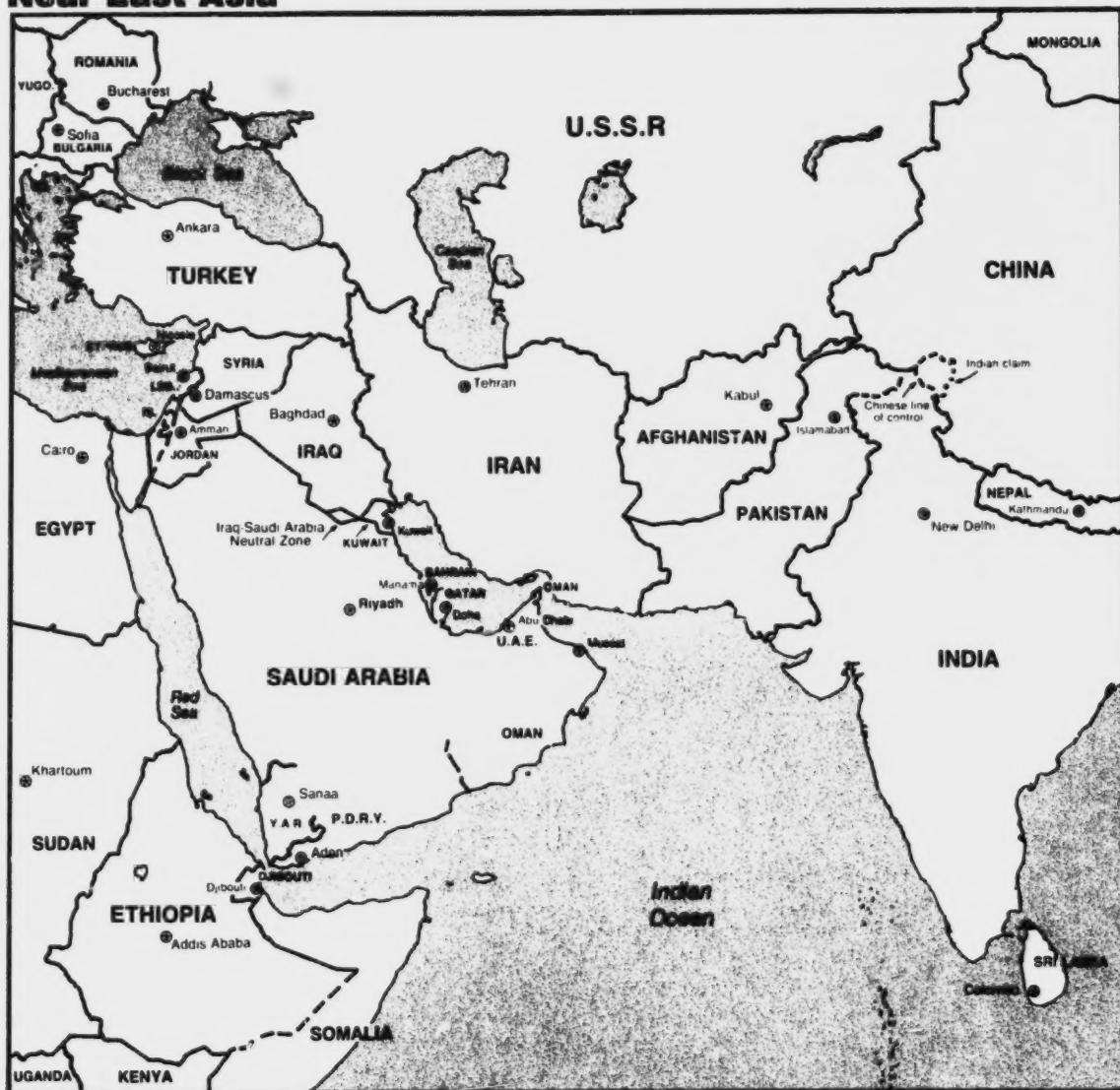
RASRO (Rescue-at-Sea Resettlement Offers), is a burden-sharing mechanism which permits an orderly pooling and exchange of resettlement guarantees among participating nations. Under this program, when a ship of a participating nation rescues refugees at sea, it proceeds on course to its first scheduled port of call, asking its agent by radio to give advance notice of the rescue to port and immigration authorities, the local UNHCR representative, and its own embassy. This permits expeditious arrangement for debarking and temporary asylum, pending onward resettlement. Following debarkation, UNHCR determines if any of those rescued have special links to a particular country which would justify a resettlement application to it. All others are then apportioned among the participating countries according to their previous pledges of resettlement spaces and any criteria they may have specified.

During its second year of operation, May 1, 1986–April 30, 1987, 871 refugees were resettled under RASRO quota as follows:

Australia	71
Canada	128
Denmark	47
Finland	3
France	59
Greece	1
Japan	76
Netherlands	28
New Zealand	20
Norway	38
Sweden	21
Switzerland	18
United Kingdom	53
United States	308
Total	871

A second UNHCR-sponsored program, DISERO (Disembarkation Resettlement Offers), provides similar guarantees from resettlement nations for ships of nations which do not resettle any refugees. Eight resettlement nations have made spaces available under this program—Australia, Canada, France, Federal Republic of Germany, New Zealand, Sweden, Switzerland, and the U.S.A. A total of 178 refugees were disembarked under the DISERO Program between July 1, 1986 and June 30, 1987, as compared with 138 during the previous 12 months.

Near East Asia



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Chapter III

Near East, South Asia, and North Africa

The broad expanse between the Mediterranean Sea and the borders of India has witnessed three of the most immense refugee migrations of modern times and continues to host the major portion of those displaced. The world's largest national refugee population consists of some 5 million Afghans, who for the last 8 years have flooded into neighboring lands to avoid Soviet invasion and massive human rights abuses. An estimated 4 million Palestinians constitute the oldest existing major exile group in the world today, with over half assisted by UNRWA in areas immediately adjacent to their former homelands. Somewhat more widespread are the over 1 million Iranians who have fled terror and persecution since 1978.

These three distinct refugee populations place a heavy burden on the resources of both asylum and donor governments. In some instances, their presence is an active or latent threat to the stability of host countries. For none of the three does any immediate prospect for significant repatriation or other permanent resolution seem likely.

A more detailed discussion of these exile groups follows, as well as a brief description of other significant refugee situations in the region.



The International Committee of the Red Cross operates this hospital at Peshawar, Pakistan for persons wounded in the Afghanistan conflict. Assistance to persons affected by warfare is part of the mandate of this organization, which also monitors the treatment of prisoners of war and adherence to the Geneva Conventions.

Courtesy: ICRC, T. Gassmann.

Afghan Refugees

Close to a third of Afghanistan's population, some 5 million people, have been forced from their homeland since the Soviet invasion in 1979. Brutal Soviet occupation tactics make living conditions extremely difficult and exact a continuing toll on the civilian population. Over the past year, reprisals against civilian populations supporting the *mujahideen* have increased, and "pressgang" conscription into the Kabul-regime military remains common. Food shortages caused by Soviet destruction of agricultural resources have also contributed to the continuing refugee outflow. Not surprisingly, Kabul's call for refugees to return home under a program of "National Reconciliation" has met with little response. There is no evidence to support Kabul's assertions that authorities of neighboring asylum states have hindered or blocked refugees from returning.

Afghan Refugees in Pakistan

For geographic, ethnic, and political reasons, the majority of refugees have fled to Pakistan. The Government of Pakistan reports a registered refugee population of 2.8 million Afghans. Although most came to Pakistan in 1980-81, new refugees continue to arrive. The majority of the Afghan refugees in Pakistan are Pashto-speaking Afghans from Afghan provinces adjacent to Pakistan's border, although all Afghan provinces are represented. Refugees are permitted to move freely within the country and, subject to some limitations, may accept employment. Roughly 75 percent of the Afghan refugees in Pakistan are in the Northwest Frontier Province; about 20 percent in Baluchistan; and 5 percent in the Punjab. Several thousand are in Karachi, Pakistan's largest city.

With each passing year, there has been increased popular anxiety in Pakistan that its large Afghan population may never return home, and recent months have placed particular strain upon the longstanding Pakistani hospitality toward the refugees. Since January 1987, numerous Kabul-regime armed attacks and terrorist incidents on Pakistani soil have caused over 400 civilian deaths and have heightened tension in refugee-impacted areas. Some Pakistanis have called for refugees to be excluded from urban areas and confined to camps. Thus far, the government has resisted such pressures.

UNHCR and WFP coordinate the overall relief effort for the Afghan refugees in Pakistan, in close conjunction with the

Afghan Refugees in Pakistan



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Government of Pakistan, which estimates that it bears about half of an annual total \$320 million in refugee-related costs. Also participating are the International Committee of the Red Cross, the League of Red Cross and Red Crescent Societies, and more than 40 international voluntary agencies.

The World Bank, working with UNHCR, has initiated a series of projects designed to employ refugee and local labor to rebuild Pakistan's physical infrastructure and redress environmental damage caused by the Afghan presence. Between 1984 and 1990, the World Bank and UNHCR plan to expend up to \$60 million on these projects. UNHCR now commits some 20 percent of its Pakistan program budget for educational, vocational, and income-generating projects aimed at increasing refugee self-sufficiency.

Since 1980, U.S. Government contributions for Afghan refugees in Pakistan have surpassed half a billion dollars, including more than \$323 million in commodities for WFP and an average cash contribution to UNHCR programs of over \$20 million a year. During the same period, U.S. Government grants totaling \$10.5 million have assisted efforts of the International Rescue Committee, the Salvation Army, Catholic Relief Serv-

ices, Church World Service, Save the Children Federation, Experiment in International Living, and Americares.

Afghan Refugees in Iran

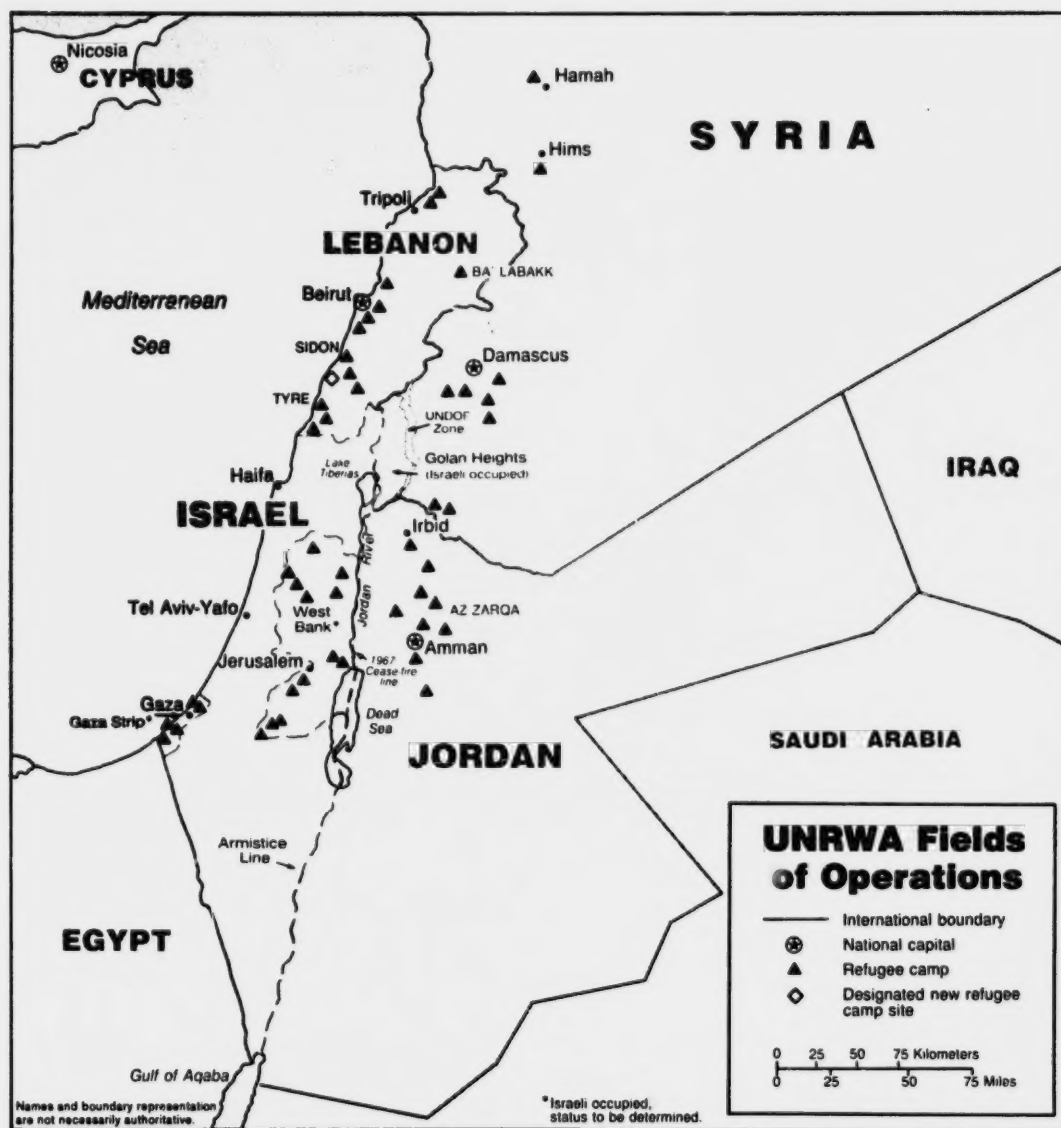
The exact number of Afghan refugees in Iran is not known, though Iranian officials claim the total is over 2 million, and UN officials indicate that this may be a reasonably accurate figure. Reportedly, during the 1970's, 700,000 to 800,000 Afghans had gone to Iran in search of jobs, and since the Soviet invasion, have been unable or reluctant to return home.

UNHCR believes that the largest group of Afghan refugees in Iran are some 750,000 in Khorasan, and that 250,000 are in the Iranian province of Sistan-Baluchistan. Reportedly, there are close to another 250,000 in the Central Province, over 150,000 in Tehran, and perhaps 100,000 each in Isfahan and Kerman. Most of the Afghan refugees in Iran come from the Persian-speaking part of Afghanistan, though all of the Afghan provinces are represented. Sizable contingents from Herat, Shin-dand, and Farah provinces are represented, where considerable fighting has taken place since the Soviet invasion.



Many voluntary agencies assisting refugees focus on assuring the health and nutrition of children and others who are particularly vulnerable. Here Afghan refugee children at the Munda camp in Pakistan await distribution of supplemental milk rations.

Courtesy: UNHCR, E. Menemencioglu.





A classroom of an UNRWA-operated school in a Palestinian refugee camp. The primary beneficiaries of UNRWA assistance are school-age children, the aged, and the handicapped.

Courtesy: J. Chavchavadze

The UNHCR has a small assistance program for the Afghan refugees in Iran, which costs about \$11 million annually. It includes activities in the fields of health, nutrition, water and sanitation, transport, agriculture, and skills training.

Reportedly, the Government of Iran has encouraged Afghan refugees to disperse widely throughout the country, rather than remain in the frontier region. Nonetheless, Afghans in Iran are thought to be under tighter controls than those in Pakistan, and draft-age males are said to be subject to induction into the Iranian military to fight the war with Iraq.

Afghan Refugees Elsewhere

Tens of thousands of Afghans are living throughout the Near East and South Asia, and many thousands of others have settled outside the region. In each of the past few years, about 3,000 Afghans have been admitted to the United States for resettlement, with the focus on Afghans with ties to this country or for whom resettlement in the country of first asylum is not appropriate.

Palestinian Refugees

Steady population growth among the Palestinians who fled their homelands during the 1948 and 1967 wars has swollen their numbers to approximately 4 million worldwide. Under a longstanding mandate of the UN General Assembly, the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) provides education, vocational training, and health and relief services for over 2 million of these refugees in Jordan, Lebanon, the West Bank, Gaza, and Syria. Largely because of these UNRWA programs over the years, most

families are now self-sufficient. The primary current beneficiaries of UNRWA aid are school-age children, the aged, and the handicapped. UNRWA programs provide some measure of stability to the lives of the Palestinians in the region and serve to temper the more radical elements.

The United States has been a major contributor to UNRWA since it began operations in 1950. In FY-87, the U.S. contribution was \$67 million.

Apart from UNRWA assistance, many Palestinian refugees receive significant aid from host governments, mostly in the form of infrastructure, public services, and educational support.



The almost 3 million Afghan refugees in Pakistan live in a variety of shelters, from tents to more solid structures. These mud houses are part of a refugee encampment in Pakistan's Northwest Frontier Province.

Courtesy: LICROSS, L. de Toledo.

Palestinian Refugees in Jordan

The largest number of Palestinians reside in Jordan and constitute over half the country's population. Some 839,000 are registered with UNRWA. Much of this population has been twice displaced. During the 1948 war, they fled their homes to Jordanian-controlled territory on the West Bank of the Jordan River. When in the 1967 conflict that territory passed under Israeli occupation, they crossed in flight to the East Bank.

Most Palestinian refugees in Jordan enjoy the full benefits of Jordanian citizenship, including the unrestricted right to work, travel, and own property. Less than a quarter (207,000) live in camps, which receive substantial public services from the Jordanian Government and in some instances have become indistinguishable from surrounding or neighboring municipalities.

Many Palestinians have become well integrated into Jordanian society, of which they have now become a major component. They supply most of the country's academics and professionals and hold a major presence in the Cabinet. Nonetheless, they retain strong personal and collective identities as Palestinians and consider their status as unsettled pending an acceptable resolution of the Arab-Israeli conflict. For many, the continued presence and support of UNRWA is seen as a symbol of international commitment toward that end.

About three-quarters of UNRWA's expenditures in Jordan are educational, with the remainder spent for health care and social relief. UNRWA's 196 schools provide education through the ninth grade and vocational training for over 136,000 refugee children.

Palestinian Refugees in the Gaza Strip and the West Bank

Almost 600,000 Palestinians live in the small and densely crowded Gaza Strip. Of these, 442,000 are UNRWA-registered refugees, with over 250,000 living in the eight camps.

Since its occupation by Israeli forces in 1967, an agency of the Israeli Ministry of Defense has governed the Gaza Strip. The consequent weakness of indigenous political and service institutions imposes upon UNRWA a pivotal role in supplying public services to the Palestinian refugee population. As elsewhere, primary emphasis is upon basic education (through the ninth grade), vocational training, and health care. There is also a school for the blind and a small social relief program that distributes foodstuffs and other assistance to some 27,000 refugees incapable of self-support. With a workforce of over 3,800 (including 2,400 teachers), UNRWA is the largest local employer.

The West Bank and East Jerusalem also have been administered by Israel since 1967. The 372,000 registered refugees comprise almost a third of the entire Arab population of this occupied area. However, only slightly more than 90,000 live in the 20 camps throughout the West Bank. UNRWA provides the refugees with the same range of educational and other services as it supplies elsewhere.

Palestinian Refugees in Lebanon

Between late 1986 and April 1987, bitter fighting between Palestinian and Amal militia caused grievous civil hardship in Lebanon and severely disrupted UNRWA assistance to the 276,000 registered refugees. As of May, an estimated 32,000 refugees had been displaced from camps in the Beirut, Tyre, and Sidon areas, with thousands of homes and many clinics, schools, and feeding centers damaged or destroyed. Only half of UNRWA's 82 schools were operating, and for many children an entire school year had been lost.

In these circumstances, UNRWA's first priority has been to assure adequate supplies of food and clean water to those displaced and then to restore health, educational, and welfare services. Repair of infrastructure and shelter in the damaged camps must of necessity receive lower precedence.

To meet the costs of this emergency, UNRWA has issued an international appeal for \$20.6 million. By early summer, some \$13 million had been contributed.

Palestinian Refugees in Syria

UNRWA-registered Palestinian refugees in Syria now total 256,000, although cumulative deficiencies in counting births and deaths may create an error rate of up to 10 percent. Approximately 74,000 live in 14 camps.

Palestinian refugees in Syria are less integrated into the national society than in Jordan, but the government does accord them privileges which enhance self-sufficiency and help ease the tensions of exile. Refugees cannot obtain Syrian citizenship but are permitted to work and to move freely in and out of the camps. They may purchase units in buildings but cannot otherwise own real estate. The Syrian Government acknowledges a responsibility to assure basic necessities such as shelter and medical care and has cooperated with UNRWA authorities.

About two-thirds of UNRWA expenditures in Syria are for education, with the remainder allotted to medical and relief services for vulnerable groups. Approximately 60 percent of students completing UNRWA's nine grades of primary education go on to Syrian secondary and higher educational institutions. The Syrian Government contributes to the educational costs of Palestinian refugees beyond the ninth grade and also donates land for UNRWA school buildings. As elsewhere, UNRWA's educational program is an important factor in helping to temper frustrations among the Palestinian population in Syria.

Palestinian Refugees Elsewhere

In over almost four decades of exile, hundreds of thousands of Palestinian refugees have migrated to other countries of the Middle East, as well as to Europe and the Western Hemisphere. Most of these have become self-supporting and in many instances make substantial contributions to host-country economies.

Iranian Refugees

Since the revolution of 1978, over 1 million Iranians have fled their homeland and are now spread widely throughout much of the world. As immediate neighbors, both Turkey and Pakistan host significant numbers, and others are scattered throughout the Gulf states, India, and Europe. Many Iranian refugees have skills or professional training and, where permitted, find gainful employment in their countries of refuge.

A steady outflow from Iran continues, though the clandestine nature of the exodus makes tabulation of the departure rate difficult. In Pakistan, new registrations with UNHCR have ranged between 350 and 400 per month over the past year, but more are thought to transit Pakistan to other countries without contacting UNHCR. The rate of cross-border arrivals in eastern Turkey is even more difficult to assess, as are onward movements from that country. The Government of Turkey does not officially recognize Iranian nationals as refugees; consequently, few to whom they give temporary refuge are formally registered by UNHCR.

U.S. resettlement of Iranians has been largely directed to members of religious minorities placed at risk by the Khomeini regime. Principal among these are Jews and the Baha'i, a minority religious faith, which has become a target of persecution by Islamic fundamentalists.

Other Significant Refugee Situations

Israel

Since its creation in 1948, Israel has taken in over 1½ million Jewish refugees from Europe, the Near East, North Africa, and more recently, Ethiopia. Over that span, many more have entered as immigrants who would be considered refugees under popular usage of that term. However, in a technical sense few in Israel remain "refugees" for long, since the Law of Return offers speedy citizenship to Jewish new arrivals.

During 1986, about 3,800 refugees arrived in Israel out of a total immigration of 12,500. Since early 1987, arrivals from the Soviet Union have risen markedly, from what had been a 20-year low in 1986.

All new arrivals in Israel benefit from extensive "absorption" programs, and a level of resettlement assistance that is probably the most comprehensive in the world. Total annual expenditures for these efforts are estimated at over \$400 million. Per family costs may range between \$40,000 and \$50,000 over a 3 to 5-year period, with a similar amount spent to provide permanent public housing. These endeavors are conducted by government and quasi-private agencies (principally the Jewish Agency for Israel), under the oversight of the cabinet-level Minister of Immigration and Absorption.

Since 1973, the United States has supported the immigration and absorption of Jewish refugees in Israel through annual grants to the United Israel Appeal (UIA), a U.S. private agency which in turn disburses the funds to the Jewish Agency for Israel. In FY 1987, the U.S. grant to the UIA doubled from the prior year to \$25 million to help defray the absorption costs for the 15,000 Ethiopian refugees who have arrived in Israel in recent years.

The Yemen Arab Republic

Since the January 1986 coup, 54,000 South Yemeni refugees have entered the Yemen Arab Republic (YAR) from the neighboring People's Democratic Republic of (South) Yemen. They include many officials and former military personnel affiliated with the losing faction of ousted PDRY President Ali Nasir Muhammed. Prospects for early repatriation are dim.

These refugees are housed in austere camps set up by the Yemen Arab Republic Government, which thus far has borne the full cost of care and maintenance. Serious inadequacies in diet, water resources, and medical care exist, and the educational requirements of the youth are not being met. The Yemen Arab Republic Government has formally requested assistance from UNHCR and WFP, which, as of May, were studying the needs and modalities for meeting them.

In addition to the recent South Yemeni arrivals, the Yemen Arab Republic hosts some 2,500 Eritrean refugees.

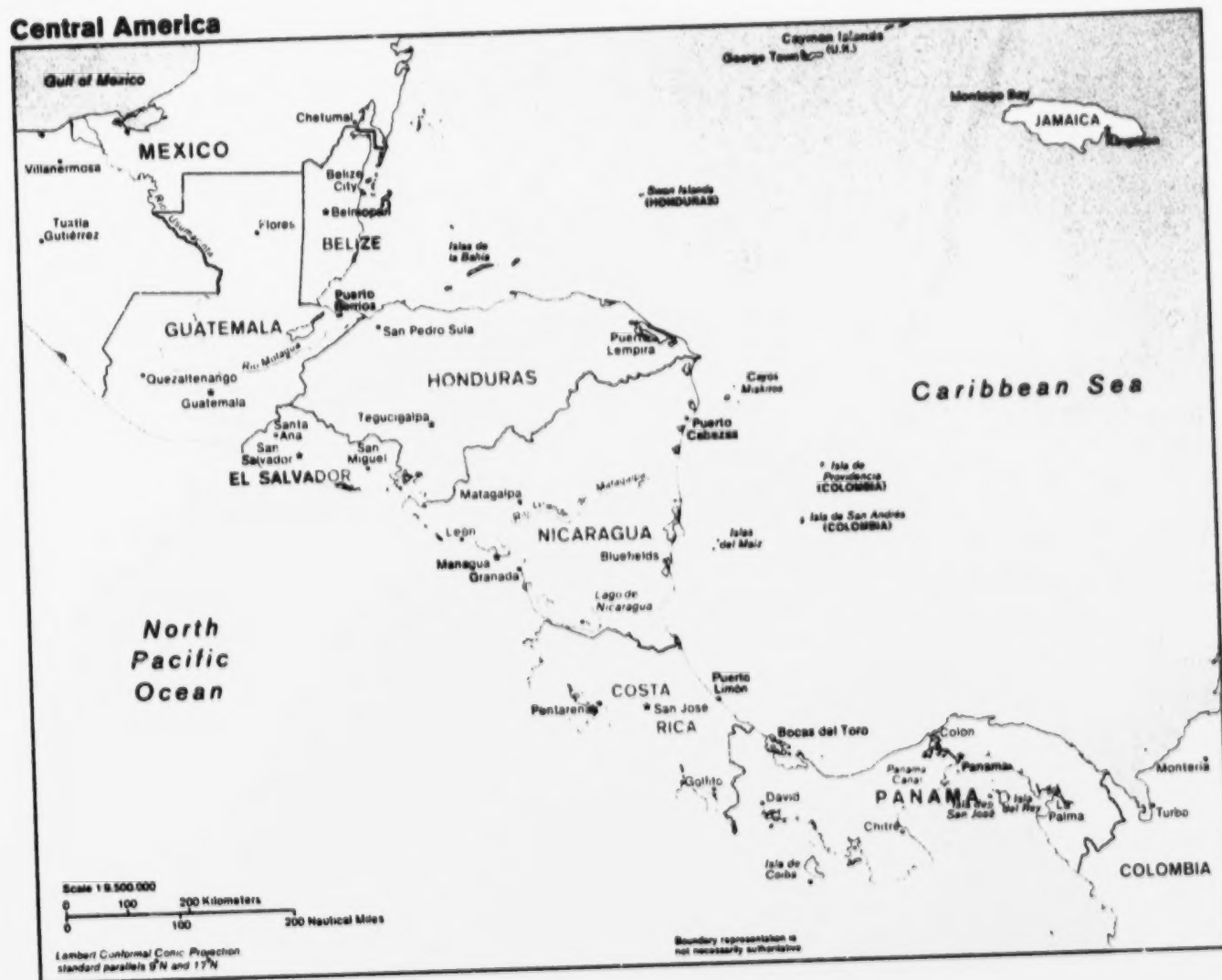
Western Sahara

The Algerian Government, the Algerian Red Crescent, and the Polisario liberation movement continue to assist a large population of Sahrawi refugees from the formerly Spanish-administered Western Sahara. These persons have fled the Moroccan-Polisario conflict for possession of that disputed territory and are now housed in 26 camps near Tindouf in the westernmost corner of Algeria. For several years Algerian and Polisario sources have placed their total at 165,000 and have maintained that all are noncombatant sympathizers of the Polisario cause. The Moroccan Government asserts that the figure is in fact much lower and that the people in question are being detained in Algeria against their will. UNHCR assists only selected vulnerable groups within the total population.

Sri Lanka

Since 1983 India has received an estimated 133,000 Tamils from Sri Lanka, providing them housing, schooling, and food assistance. No appreciable international assistance has been sought for this group. An undetermined number of other Sri Lanka Tamils are in Western Europe seeking asylum or refugee status.

Central America



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Chapter IV

Western Hemisphere

Political oppression and national insurgencies in Central America have generated the vast majority of refugees in this hemisphere. Over 300,000 persons have sought refuge in neighboring countries, primarily Honduras, Mexico, and Costa Rica, within the last decade.

The United States and other donor nations work closely with the UNHCR, ICRC, ICM, and various private organizations to ensure necessary protection and assistance for these afflicted populations. About 120,000 refugees benefit from UNHCR care and maintenance programs in Central America. ICRC efforts focus primarily upon prisoner visitation, monitoring adherence to the Geneva convention, and material assistance to persons affected by conflict. This year the United States has contributed \$10.9 million toward UNHCR's \$36.3 million budget for Latin American programs, and \$3.7 million toward the \$14.7 million budgeted by the ICRC.

Over the past year, increased efforts have been directed toward implementing durable solutions for refugees in Central America. The preferred solution is the voluntary return of those displaced to their home countries. Toward that end, UNHCR and the governments concerned have in the past year facilitated the repatriation of increased, albeit still small, numbers of Guatemalans, Nicaraguans, and Salvadorans from Honduras, and of Guatemalans from Mexico. Prospects are promising for a continued gradual growth in such movements.

For the majority of refugees, however, a return home is not imminent. For them, the more immediate goal is to provide opportunities to enhance their dignity and self-sufficiency within countries of first asylum. Efforts toward that objective include vocational training, assistance in farming, and other productive projects.

For the limited number for whom neither eventual repatriation nor local resettlement is appropriate, third-country resettlement may be necessary. To help meet that need, the United States during the past year expanded its admissions program for refugees from Latin America. Canada, Australia, and some Western European countries also resettle refugees from the region.

The conditions which for three decades have forced a steady exodus of Cubans from their homeland remain unchanged. The United States continues to admit current and former long-term political prisoners and their families, notwithstanding suspension of activity under the 1984 U.S.-Cuban migration agreement. However, the Cuban Government has only permitted a few such persons to depart each month.

A new major refugee flow occurred over the past year from Suriname, from where as of May some 9,000 persons had fled into neighboring French Guiana to avoid warfare between

government and insurgent forces. They receive assistance from French authorities who are attempting to negotiate satisfactory terms for their voluntary return.

There follows a more detailed discussion of the principal refugee situations described above. Although other Latin American countries give shelter to refugees from many parts of the world, none harbor large populations in need of international protection or assistance.

Nicaragua

As many as 300,000 Nicaraguans may have left their country since 1979, primarily to neighboring Costa Rica and Honduras. Most leave for a combination of motives, which may include political oppression, exposure to combat between the government and resistance forces, obligatory military service, or a depressed economy exacerbated by government mismanagement. They fall into two distinct ethnic groups: Spanish-speaking Ladinos and Indians (mostly Miskito) from Nicaragua's Atlantic coast. Some of the latter also have suffered from Sandinista attempts to alter traditional patterns of land and social administration, forced relocation to distant areas, or armed attack.

The political impact of these massive departures has prompted an ongoing campaign by the Sandinista government to encourage repatriation. Special emphasis has been placed upon the Miskito Indians, who have been promised amnesty, a degree of regional autonomy, and resettlement aid administered in part by UNHCR and ICRC. Over the 12-month period ending in June 1987, approximately 2,700 Miskitos returned from Honduras under UNHCR auspices. In the same timeframe, some 4,500 more are thought to have returned independently.

Nicaragua is also a refugee-receiving country. It currently hosts some 17,000 Salvadoran and less than 1,000 Guatemalan refugees, many of whom have been in the country since 1983. About 4,000 are settled in urban areas, and most of the remainder have been integrated into the government's rural agricultural cooperative system. The past year has seen few, if any, new arrivals.

Honduras

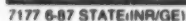
Wedge between three strife-torn neighbors, Honduras has in this decade received refugees across all its land borders and now hosts the largest number of officially registered refugees in Latin America. Although not a signatory to the UN Conven-

The largest refugee group in Honduras is Nicaraguan. Approximately 26,000 now receive UNHCR assistance, but estimates of undocumented Nicaraguans residing in the country range from 80,000 to 200,000. There are approximately 30,000 Salvadoran refugees in the country, of whom 21,000 are UNHCR-assisted. About half of the estimated 1,000 Guatemalans receive UNHCR aid.

By current estimates, there are 16,000 Miskito, Sumo, and Rama Indians in UNHCR programs in Honduras and as many as 10,000 to 15,000 unregistered Indian refugees outside UNHCR-administered settlements. UNHCR and its operational partner, World Relief, have established over 60 Indian refugee

UNHCR has declined to assist several thousand Miskitos who have refused to leave the immediate border area. These receive some assistance from private groups and through a one-time \$7.5 million program mandated by Congress (the Livingston Amendment) and administered by the Agency for International Development.

As of June, approximately 2,700 Miskito Indians had repatriated, including several hundred by a recently arranged





Salvadoran refugees irrigate terraced garden plots at Colomoncagua camp in western Honduras. The refugees produce vegetables, poultry, and eggs to supplement rations provided by UNHCR.

Courtesy UNHCR, Vanappelghem

UNHCR air-bridge between Puerto Lempira, Honduras, and Puerto Cabezas, Nicaragua. They are now receiving UNHCR resettlement assistance in Nicaragua. An additional 4,500 Indians are thought to have returned on their own. Ongoing repatriation trends will depend in large measure on the credibility given by refugees to Nicaraguan promises of amnesty, autonomy, and physical security.

About 11,500 Ladino refugees from Nicaragua receive UNHCR assistance in two camps in Honduras, and another 30,000 to 50,000 reportedly reside in the country in an unregistered and unassisted status. No significant repatriation has occurred from among this population, nor does any appear likely under present circumstances.

Salvadoran Refugees in Honduras

Of the estimated 21,000 Salvadorans receiving assistance in Honduras, about 9,000 are located at Colomoncagua and San Antonio near the border, and the remainder at Mesa Grande some 20 miles from the frontier.

In 1985, UNHCR and the Governments of Honduras and El Salvador organized a tripartite commission to facilitate voluntary repatriation of Salvadoran refugees in Honduras. The pace of return has proven slower than initially expected, with only 826 going back in 1985 and 963 in 1986. The influence of Salva-

doran insurgents within the border camps is thought to impede refugee freedom of choice in this regard. However, early in 1987, several thousand refugees in Mesa Grande camp asked UNHCR to explore with the Salvadoran Government conditions under which they might return in groups to specified villages in El Salvador. The Salvadoran Government welcomes their repatriation in principle, but so far has been reluctant to return large numbers en masse to areas still considered insecure.

Regardless of the immediate prospect for this specific proposal, the evident desire of a large group to return and the collaboration of the two governments in the tripartite commission bode well for the continued gradual repatriation of Salvadorans from Honduras.

El Salvador

Despite continued warfare and economic disruption, the past year has seen between 25,000 and 35,000 internally displaced Salvadorans return to their homes and a small but continuing return flow of refugees from Honduras, Nicaragua, and Costa Rica. Some limited resettlement supplies, food, and medical aid are provided by the Salvadoran Government to refugees and the internally displaced in many areas. Returnees are also

eligible for employment and other assistance under an ongoing U.S.A.I.D. project for the displaced.

As noted above, the number of repatriations from Honduras has lagged expectations, although a sizable group at the Mesa Grande camp recently has sought to return to specific villages. The El Salvador Government favors their return to their country, but is reluctant to resettle them in areas still subject to conflict.

Costa Rica

As of May 1987, the number of registered refugees in Costa Rica was nearly 32,000, but new arrival rates had fallen to under 100 per month. Approximately 23,000 of those now in country are Nicaraguan; 6,000 are Salvadoran; and 2,500 are Cuban. About 21,000 receive some degree of UNHCR assistance, in-

cluding 7,000 still in reception centers or transit camps who receive full assistance. Most of those not in camps are at least partially self-sufficient, with some receiving support through urban programs.

Estimates of the unregistered foreign population of Costa Rica range from 50,000 to 200,000. Many of these appear to be economic migrants rather than genuine refugees.

Over the past year, a popular conception has developed in Costa Rica that the country's refugee population is socially and economically damaging. Refugees are commonly blamed for a heightened crime rate, overburdened social services, and in particular, the reemergence of dangerous diseases previously thought to be eradicated or under control. The extent to which these problems can be fairly linked to registered refugees is uncertain, but the incidence of malaria and some other diseases has increased. Despite these mounting concerns, Costa Rica con-



Nicaraguan Miskito and Rama Indian children attend school at a transit refugee camp on Costa Rica's Atlantic coast. Many will relocate to a UNHCR rural settlement in the southern part of the country.

Courtesy: UNHCR, C. Fidele.

Guatemalan Refugees in Mexico



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At refugee settlements in Campeche and Quintana Roo, Mexico, Guatemalan refugees use locally available materials to construct housing.

Courtesy: UNHCR, L. Taylor.

tinues to grant asylum to all persons who are genuinely fleeing political persecution or the dangers of war.

Guatemala

As security and human rights conditions have improved, Guatemala has ceased to be a refugee-generating country. Between January and June of 1987, there were over 700 formal repatriations, double the total of the entire preceding year. The rate may increase further as UNHCR and government resettlement assistance become more effective. As noted below, there are approximately 39,000 Guatemalan refugees still in Mexico.

The number of Nicaraguan exiles in Guatemala is climbing, although estimates of their total vary widely. Only 300 are registered by UNHCR, which estimates another 7,000 may be living illegally in the country. Nicaraguan exile circles estimate their number at up to 30,000. At present, no organized assistance effort has been targeted at this population, but informal support is provided by Catholic and Protestant churches and some private relief groups.

Mexico

Approximately half of the 39,000 Guatemalan Indian refugees who reside in Mexico live in four new settlements in the States of Campeche and Quintana Roo. The rest remain dispersed in some 64 locations in the border state of Chiapas. UNHCR hopes to phase out its financial support to the new settlements as self-sufficiency improves over the next 5 years.

UNHCR is cooperating with both governments to facilitate voluntary return. In the first half of 1987, more than 700 Guatemalans were officially repatriated, over double the total for the entire prior year. Improved human rights conditions and plans to assist in returnee integration suggest the rate will continue to grow. Although it favors repatriation, Mexico has stated that no one will be forced to return. Under Mexican law, children born to refugees within Mexico are eligible for Mexican citizenship.

UNHCR also assists some 4,000 Salvadoran refugees, many of whom live in or near the capital city. It is estimated that many thousands more currently live in Mexico in unregistered status.

Belize

A comprehensive government recount has established that as of June 1987, Belize had about 4,300 registered refugees, of whom about 2,600 are Salvadoran, and the remainder largely Guatemalan.¹ An additional 1,300 refugee registration applications are pending. Unofficial estimates place the total registered and unregistered refugee population at about 7,000.

Refugees in Belize do not live in camps. Those legally registered are allowed to work and consequently are substantially integrated into the local economy. Five hundred Salvadorans are in a UNHCR-financed mixed agricultural resettlement project.

Popular resentment of the substantial foreign presence in Belize is growing, which has placed additional strains on government services. The government is currently reviewing its overall immigration and refugee policies, but as of June had announced no major changes.

Cuba

The conditions that for years have generated a sustained outflow of refugees from Cuba remain unchanged, and all indications point to a continued exodus over the foreseeable future. Basic human rights are routinely suppressed by a stagnant and ideologically rigid political system. Those who challenge state policy face long-term imprisonment, and upon release remain ostracized and unable to reintegrate into Cuban society. Family members of political prisoners also are stigmatized and denied educational opportunities if they do not repudiate the offender.

¹ Somewhat higher official figures cited in the *World Refugee Report* of 1986 have been found to be in error.

Most Cuban refugees seek to enter the United States, but significant Cuban colonies are also found in Spain and throughout the Caribbean and Latin America.

In 1986, Cuba released approximately 150 political prisoners from jail, and it continues to let out small numbers from time to time. For humanitarian reasons, the United States continues to process long-term political prisoners as refugees, despite Cuba's suspension in May 1985 of the U.S.-Cuban Migration Agreement of 1984. Beginning in late spring 1987, approximately 170 former political prisoners and their family members who had been granted refugee status in December 1986 began to depart Cuba in small groups.

French Guiana

An estimated 9,000 Surinamese have fled across the border into French Guiana during the past year to avoid fighting between the army and antigovernment guerrillas. Most of these refugees are "maroons," descendants of slaves who escaped bondage in the 17th and 18th centuries and who today comprise about 10 percent of the multiethnic former Dutch colony. In an attempt to undercut support for the rebels, government forces reportedly have burned villages and killed noncombatants, including women and children. The refugees are being sheltered in camps set up by French authorities, or by relatives or friends on the French side of the border.

French authorities have met with representatives of the refugees and Surinamese officials to discuss possibilities for repatriation. Thus far, no agreement has resulted because the refugees are unwilling to be relocated outside their traditional home regions in areas under close government control. French authorities reportedly have promised that there will be no forced repatriation.

Eastern Europe and the U.S.S.R.



Chapter V

Eastern Europe and the Soviet Union

Eastern Europe and the Soviet Union continue to generate refugees. The most notable development during the past year has been a sharp rise in Soviet emigration in comparison with recent years. The United States has long called for freer emigration from the Soviet Union and welcomes this increase with the hope that it portends a permanent change toward a more liberal emigration policy. In Eastern Europe, refugee outflows have continued at about the same level as in prior years.

Soviet Union

Persecution occurs in the Soviet Union on the basis of religion, nationality, and political opinion. There are state-sponsored anti-Zionist committees, and anti-Semitic articles in the press and media frequently represent emigration as treason. Catholics, especially in the Baltic States, and members of some evangelical Protestant faiths also suffer persecution. The pace of refugee flow from the Soviet Union shifts with Soviet willingness to allow emigration, since geography and other factors make unauthorized departure from the country difficult.

Volga Germans, Jews, and Armenians make up the majority of Soviet refugees. Volga German refugees generally settle in the Federal Republic of Germany; Jews in Israel or the United States; and Armenians in the United States.

In comparison with recent years, the last few months have seen a very sharp increase in the emigration of all three groups from the Soviet Union. In the first 6 months of 1987, 3,008

Jews were allowed to leave, while only 944 were allowed to leave throughout 1986. Similarly substantial has been the rise in Volga German emigration, from 698 in 1986 to 2,900 in the first 6 months of 1987. Armenian departures have also increased; 563 left in the first half of 1987, compared to 212 in 1986.

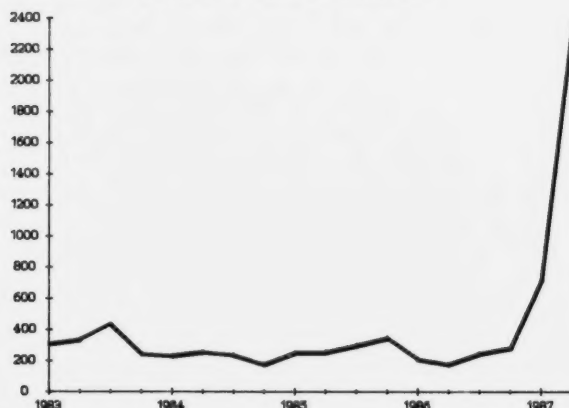
The United States and other Western governments are encouraged by these marked upturns and hope they indicate a permanent liberalization of Soviet attitudes toward emigration. Still uncertain are the ramifications of the new regulations regarding entry to and exit from the Soviet Union, which went into effect January 1, 1987. These specify that to leave, an applicant must have an invitation from a sibling or closer relative. It has been estimated that as few as 10 percent of Soviet Jews desiring to leave would meet this criteria. However, at the same time these regulations were promulgated, Soviet authorities began to review the cases of long-time Jewish refuseniks, and emigration levels began to rise.

One avenue of refugee emigration available to some Soviets is the Accelerated Third-Country Processing Program (ATCP). ATCP applicants whom the American Embassy in Moscow judges to qualify as refugees are preprocessed, which entails assembly of personal records, medical exams, requests for waivers, etc. Following departure from the Soviet Union, the ATCP applicant is interviewed by a U.S. Immigration and Naturalization Service (INS) officer, who makes the actual determination of refugee status and grants admission to the United States. Currently, most of the Soviets processed through ATCP are Armenians. Soviet Jews usually exit the U.S.S.R. by obtaining an Israeli visa, which is issued by the Dutch Embassy in Moscow. These cases do not ordinarily have contact with U.S. officials until after they arrive in the West.

The following table compares the number of refugees who left the Soviet Union in 1985, 1986, and in the first 6 months of 1987:

	1985	1986	Jan.-June 1987
Soviet Armenians	94	212	563
Jews	1,140	944	3,008
Germans	471	698	2,900
<i>Total</i>	1,705	1,663	6,471

SOVIET JEWISH EMIGRATION



Bulgaria

Since the end of World War II, Bulgaria has been a refugee-generating country, owing to a totalitarian government which has little tolerance for religious, political, or ethnic diversity. The Turkish minority (estimated at 10 percent) has been the subject of a major assimilation campaign, including obligatory name changes, which work to obscure this group as a distinct element of the national population.

It is estimated that fewer than 1,000 Bulgarians per year leave the country, because of a tight grip over travel documents, border controls, and most aspects of everyday life. If border controls were to loosen, there would likely be an outflow to Turkey and other neighboring countries. Bulgaria does not accept any refugees for resettlement and sends back any potential refugees from other Warsaw Pact States apprehended while passing through Bulgaria.

Czechoslovakia

Czechoslovakia has been a refugee-generating country since the Communists seized power in 1948. Tight travel restrictions limit departures to a small but steady flow. Although discrimina-

tion against certain ethnic groups exists (particularly against Gypsies and ethnic Hungarians), no discriminated group is disproportionately represented within the refugee flow. The majority of Czech refugees find first asylum in Austria, West Germany, Yugoslavia, or Italy. Many subsequently resettle permanently in Australia, Canada, and the United States.

Czechs who leave their country without authorization or who remain abroad beyond the period authorized are viewed as having committed a criminal act, punishable by prison. There are procedures by which citizens who have been outside the country for 5 years may "normalize" their status, which may allow family members to obtain exit permission to join them. However, such persons who later return to Czechoslovakia sometimes have suffered job discrimination and restriction on further travel, and in some instances have been imprisoned.

German Democratic Republic

The political climate in the G.D.R. is as oppressive as any in Eastern Europe and for many years has produced a significant westward outflow, primarily to the Federal Republic of Germany. All such persons are readily accepted for resettlement by the Federal Republic, but (as with ethnic Germans from



Eastern European refugees prepare for resettlement by attending ICM-sponsored English language classes at the Rossi Longhi Assistance Center at Latina, Italy.

Courtesy: ICM.

other Eastern bloc nations) are not classified as refugees. In 1986, some 25,000 G.D.R. citizens arrived in the F.R.G.

Hungary

Hungary has in the past generated massive numbers of refugees, most particularly as a consequence of the events of 1956. However, over the last 15 years, the government's somewhat more liberal approach to foreign travel, combined with relative economic prosperity and a modest political relaxation, have caused the outflow to slacken from past highs. Political restrictions are the reasons most often cited for departure, rather than religious or other discrimination.

Poland

Poland continues to generate a steady exodus of its citizens to the West. These movements include some former political prisoners and others who have valid claims to refugee status, and those whose motivation is largely economic. The long-term impact of this sustained loss of mainly young and skilled men and women is a matter of concern within Poland.

Permanent departure is facilitated by the relative ease in acquiring tourist passports and some travel directly to the United States before requesting asylum. Those who leave in this manner and later return to Poland generally suffer no grave reper-

cussions but may experience delays or difficulty in again obtaining a tourist passport.

Romania

Romania does not recognize the right of its citizens to emigrate, but does allow departures for family reunification. Such departures are difficult to arrange and frequently take several years.

Under the Third Country Processing Program (TCP), the American Embassy in Bucharest will process refugees with exit documentation before they travel to Rome for a final determination of eligibility by the U.S. Immigration and Naturalization Service. This program was suspended in 1982, but the U.S. Embassy continues to process some 2,000 applicants who previously registered for the program. In the first 8 months of FY 1987, 635 persons were admitted to the United States under the TCP.

Emigration to other countries continued at significant levels in 1986, with almost 12,000 departing for the Federal Republic of Germany and nearly 1,300 for Israel. Unauthorized departures are also frequent. Romanians able to obtain official or tourist passports often request asylum in the Federal Republic of Germany, Sweden, France, Switzerland, and Greece. Others flee without travel documentation to Yugoslavia, Italy, and Austria.



Chapter VI

Western Europe

Although refugees from Eastern Europe continue to flow westward, the more challenging problem confronting Western European nations is a growing influx of refugees and economic migrants from the Third World. The number of asylum requests in Western Europe rose to 194,000 in 1986, from 92,000 in the prior year. Much of this increase is attributable to new arrivals from Afghanistan, Iran, Iraq, Sri Lanka, and Ethiopia. The magnitude of this flow, and the relatively open borders within Europe have prompted the affected countries to coordinate more closely with each other on asylum policy matters. Many have sought to tighten their immigration procedures, to distinguish more readily between persons seeking entry for economic gain and those fleeing political oppression.

In seeking a more coordinated response to the asylum-seeker issue, Western European countries have participated in a series of consultations. In 1985, the UNHCR convened consultations on asylum-seekers to Europe and North America, and in 1986 the OECD sponsored a conference on "The Future of Migration." Informal talks in Stockholm in November 1985 continued in The Hague in April 1986 and led to the UNHCR-sponsored Gernzensee Conference of March 1987, in which Canada and Australia also participated, to discuss common asylum practices and a system for resettlement burden-sharing.

Western European nations continue to provide much of the world's financial support to international refugee assistance. The primary refugee-processing countries for third-country resettlement from Western Europe are Austria, the Federal Republic of Germany (F.R.G.), Yugoslavia, Greece, and Italy.

Austria

Bordering Eastern Europe and Yugoslavia, Austria is a major refugee-receiving country. Despite significant numbers of asylum-seekers and relatively severe unemployment—which reached a 30-year high of nearly 8 percent in 1986—there continues to be broad public support for Austria's liberal asylum and refugee policies, which all post-war governments have supported. Refugee arrivals increased from 6,724 in 1985 to 8,639 in 1986, and this trend is continuing into 1987. The increased numbers have led to longer resettlement processing times, during which the refugees are under the care and maintenance of the Austrian Government. To meet these new demands, the Austrian refugee budget for 1986 increased significantly to

almost \$34 million, compared with approximately \$21 million in 1985.

The vast majority of refugees permanently resettled in Austria are East Europeans, including many who do not qualify for third-country resettlement. In 1986, asylum was granted to 1,374 asylum-seekers from applications made in country after entry in a different category, compared to 1,903 for 1985. According to government statistics, in 1986 some 3,846 refugees were resettled to third countries from Austria, compared with 3,402 in 1985. These figures do not include most of the Iranian cases, who do not enter the Austrian Government registration system, and Soviet Jews, who enter Austria on Austrian transit visas. Austrian resettlement policy permits a small annual quota, including a family reunification program for Indochinese refugees, and small numbers from other nationality groups such as Kurds and Latin Americans on an ad hoc basis.

Belgium

Mounting numbers of asylum requests, and a sharp decline in the percentage of those eventually judged valid, is prompting Belgium to tighten its historically liberal alien admission procedures. Traditionally, Belgium has freely admitted those seeking refugee status at ports of entry. Since 1951, Belgium has entrusted UNHCR to make the subsequent decision on the validity of their claims. While awaiting that judgment, applicants have been granted public assistance on the same basis as Belgian citizens.

Over the last decade, the annual total of asylum applicants has risen from less than a thousand to 7,800, while the ratio of favorable determinations has dropped from approximately 90 percent to an estimated 10 to 15 percent. Currently, a backlog of over 6,000 applicants exists, many of whom are reportedly young single males. The government has attributed the sharp increase to economic problems in the Third World rather than political persecution or human rights abuses in their countries of origin.

As of June, a new, government-sponsored refugee and asylum law was expected to pass Parliament. The statute would transfer responsibility for refugee determinations from UNHCR to a newly created commission within the Ministry of Justice, which would apply established UNHCR definitions of refugee status. The new statute also seeks to speed up asylum determinations, while establishing border and port-of-entry controls

parallel to those newly adopted in the Netherlands. Pending passage of this legislation, Belgium border officials reportedly have enforced existing controls more strictly, resulting in a marked decline in those seeking to enter without valid documentation. Belgium supports proposals within the European Community to unify asylum and border control procedures among member states.

Denmark

In response to a continuing refugee influx, in December 1985 the Danish Alien Act was amended to give Danish immigration officials increased authority to reject applicants not considered true refugees. Nonetheless, in 1986 some 9,299 refugees were resettled in Denmark, compared with 8,698 refugees resettled during the previous year.

Refugees in Denmark are entitled to a full range of social services, including subsidized housing, job and language training, and health benefits. These services cost the Government of Denmark over \$11,000 per refugee in 1986, compared with over \$9,000 per refugee in 1985.

Federal Republic of Germany

Germans who arrive in the Federal Republic from the German Democratic Republic (G.D.R.) are considered German citizens and may establish residence without restriction. In 1986 approximately 25,000 GDR citizens arrived in the F.R.G.

In 1986 approximately 100,000 non-Germans applied for asylum in the F.R.G., up from 35,000 in the previous year. As elsewhere in Western Europe, a large percentage of those applying have come from the Middle East and Africa and are often economically motivated. Of asylum cases adjudicated in 1986, approximately 9,000 were approved and 32,000 were denied. It is not clear how many of those denied have left the F.R.G., although the government supplied financial assistance to nearly 10,000 asylum seekers to facilitate their return to their countries of origin or resettlement in a third country.

The Federal Government spends over \$1.5 billion annually in assisting refugees and asylum seekers. Persons granted asylum are eligible for the same social benefits as German citizens, as well as language and job training. In 1985 the government tightened its previously tolerant posture toward foreigners living in the country who had not sought to regularize their status. They now are required to apply for asylum and are not permitted to work while their applications are pending.

With few exceptions, the F.R.G. does not process persons abroad for entry as refugees.

Berlin

Berlin has long been a major point of entry for those seeking asylum in Western Europe. In 1986 a record 32,000 per-

sons crossed into the Western part of the city and requested asylum, in contrast with 23,000 the year before.

A major portion of these asylum-seekers were from the Third World, primarily Iran, India, and Bangladesh. Because the Western Allies view the Berlin Wall as an illegal barrier rather than a frontier, no document controls are imposed on those entering the Western Sectors of the city from the East. Prior to October 1986, the German Democratic Republic freely authorized such persons to enter their territory in transit to the Western Sectors. The number of asylum-seekers entering by this route reached a high in August of over 5,000, and local authorities were forced to shelter them in tents and schools. This flow was substantially reduced in October when the G.D.R. began to require a destination country visa as a precondition for a transit visa.

Finland

Due to the small number of refugees admitted to Finland each year, their economic and social impact remains slight. In 1986, Finland received 131 refugees, all from Indochina. Finland has agreed to accept 100 refugees in 1987. At the end of 1986, Finland was hosting a total refugee population of about 680. Finland accepts many of the severely handicapped refugees from the camps in the Far East.

Refugees are entitled to the full range of benefits provided by the Finnish Government, including cash assistance, language and vocational training, medical services, and housing. In 1986, the government budgeted a total of \$2.04 million to refugee assistance in Finland, and a new reception center was opened near Helsinki.

France

Although economic problems and a steady influx of illegal immigrants have prompted the government to reexamine its asylum procedures, it appears likely that France will continue its traditionally generous posture toward those fleeing persecution. The French Constitution guarantees the right of asylum, and the government currently sets no refugee ceilings. More than half of the refugees now coming to France are from Indochina, where France has strong historical and cultural ties.

Each refugee who intends to resettle in France must apply for refugee status based on the Geneva Convention. The refugee applies to the French Office for the Protection of Refugees and Stateless Persons (OFPRA). OFPRA usually renders favorable decisions on those applications with visas. However, those who enter France without visas are much less likely to be approved. In 1986, of the 26,290 persons applying for asylum in France, 11,445 were granted asylum. In 1986, France witnessed a decrease in the number of asylum-seekers over the previous year, when almost 29,000 persons sought asylum.

Persons who enter France requesting asylum without visas have 1 month to make their request with OFPRA and then receive a temporary residence document. Cases approved by OFPRA are given renewable residence permits valid for 10 years. If a case is denied, an appeal can be made to an appellate commission. In 1986, appeals for denied cases increased from the 1985 level of 13,430 to 14,010. There is a backlog of over 7,000 denied asylum-seekers who are appealing their cases. Although not enforced in a uniform manner, those individuals denied asylum are required to leave France within 1 month.

Individuals requesting asylum from OFPRA are entitled to work, including employment office services, as well as certain social security benefits. Refugees who receive OFPRA's approval are entitled to virtually all the same social services as French citizens.

All refugees who enter France with refugee visas are eligible to participate in a residential program at one of the refugee training centers funded by the French. Voluntary agencies operate the centers, which can accommodate 3,000 refugees each year. Housing and food are provided, and the training curriculum includes language and vocational training programs for refugee families. Although the regular program lasts 6 months, longer stays are approved on occasion. The per capita cost of the program is \$30 per day. Funding is also available for eligible persons who decide not to participate in the program. Refugees who enter France without visas and apply to OFPRA may be permitted to enter the centers on a case-by-case basis.

Greece

Greece has traditionally offered first asylum or intermediate-residence status to refugees before they are resettled in third countries. Greece has resettled a small number of refugees, and the population at the Lavrion refugee camp remains at about 400. The government has increased the camp's funding from \$355,000 in 1986 to approximately \$540,000 in 1987. In an effort to prevent an influx of asylum-seekers, the Government of Greece has adopted strict asylum guidelines. Consequently, many Eastern Europeans are rejected by the government as economic migrants. However, these persons are often accepted by private agencies and become potential long-stayers. The number of Iranians who began entering Greece surreptitiously from Turkey in 1986 has grown to an estimated 500. Although the Government of Greece does not grant asylum to applicants from the Near East, it has admitted about 20 Iranians to the Lavrion camp who entered illegally from Turkey.

Italy

Italy has traditionally been a country of temporary asylum and is regarded as having a generous and tolerant attitude toward refugees. It has not been a refugee resettlement country because it has historically been a labor-exporting country, with limited economic opportunities for refugees. Italian refugee policy includes a reservation to the Geneva Convention and Protocol

stipulating that Italy will consider applications for political asylum only from Eastern Europeans. Notwithstanding this geographic limitation, it has been generous in permitting refugees from other regions to remain temporarily in the country while applying for third-country resettlement. Refugees are considered aliens and thus are entitled neither to travel documents nor to work permits.

In 1986, of the 5,070 Eastern Europeans who applied for political asylum in Italy, less than 4 percent were granted refugee status, because the majority of would-be-asylees were considered economic migrants. Applicants not recognized as refugees are permitted to stay in Italy's refugee camps. Funded entirely by the Italian Government, asylum-seekers can stay in these camps while they apply to other countries for resettlement.

The vast majority of applicants are eventually admitted to a resettlement country such as the United States, Australia, or Canada. In 1985, some 7,099 refugees were resettled from Italy to third countries, and in 1986, this number decreased to 6,226.

In 1986, the in-camp population was 5,388, compared with 4,062 for 1985. The out-of-camp population numbered 3,463 in 1986, compared with 5,526 in 1985. Non-Eastern European refugees are considered aliens with no legal status and are thus ineligible to apply for political asylum in Italy. Voluntary agencies are responsible for their care and maintenance and assisting them in securing third-country resettlement.

In order to create a record of all persons living in Italy, the "Amnesty Law" went into effect on January 28, 1987. This law created a 3-month amnesty period during which aliens could register themselves without penalty and obtain residence and working permits. This is the first attempt by the Italian Government to deal with illegal aliens in a comprehensive fashion. Two additional steps are being contemplated: decentralizing the processing of refugee applications and abolishing the geographic limitation which makes non-Eastern European refugees ineligible to apply for political asylum in Italy.

Netherlands

Faced with asylum applications that have tripled over those of the previous year, in March 1987 the Government of the Netherlands announced stricter screening and processing measures for those seeking asylum at Dutch ports of entry. The new measures, expected to be implemented by mid-summer, are designed to deny initial entry to those whose claim to refugee status is clearly not genuine, or who could have sought asylum elsewhere at an earlier point in their travel. Judicial appeal is provided for, with cases decided on an accelerated basis. Increased resources are provided for administering the new program and for expelling false asylum-seekers. Airlines transporting such persons to the Netherlands with improper or inadequate documentation will be fined.

Under the new procedures, those admitted with their applications still pending will henceforth receive much of their support assistance in kind through local authorities, rather than completely in cash as in the past. Also, asylum-seekers will no longer be allowed to choose their place of temporary residence.



Asylum seekers in a Western European country await an interview that may determine their entitlement to remain permanently. The number of such requests has more than doubled in Western Europe over the past two years, with increasing numbers now coming from Third World countries.

Courtesy: UNHCR, M. Vanappelghem.

They will be spread throughout the country to alleviate the burden on specific cities.

These new measures reflect a growing concern in the Netherlands that the traditional open door and generous hand toward those fleeing persecution is now attracting many whose motive is primarily economic betterment. Dutch willingness to aid the genuine refugees continues: the annual quota of "invited refugees" accepted from first-asylum countries for permanent resettlement was recently increased from 250 to 500. All told, in 1986 the government granted asylum or resettlement to over 2,000 persons, and some 16,000 such persons admitted over the years are still receiving government assistance. In 1987, the Dutch Government expects to spend about \$215 million on direct and indirect assistance to refugees and asylum-seekers.

The Government of the Netherlands has been active in efforts to harmonize asylum procedures among Western European countries and increase reciprocal cooperation in their administration.

Norway

Due to the relatively small number of refugees and a well-organized system for managing refugee affairs, the impact of refugees and asylum-seekers on Norway has been slight. Generous welfare as well as education and vocational training programs have also helped alleviate resettlement problems. During

1986, the government provided \$15 million in direct support of refugees and an additional \$2 million to a nongovernment organization. Indirect support was also provided to local communities for costs associated with refugee assistance in the form of refunds. In 1986, this support amounted to \$27 million.

The majority of the refugees resettled in Norway are Southeast Asian. In 1986, some 686 refugees were resettled in Norway, along with 157 asylees. This represents a slight increase over the previous year, when these figures were 637 and 126, respectively. Responding to concerns over asylum-seekers, in October 1986 the government issued a regulation which provides for advance passport control. Travel documents of foreigners are examined before they travel to Norway.

During 1986, some 2,722 persons arrived in Norway and requested political asylum—an increase of more than 200 over the previous year. As of January 1, 1987, 2,200 applications for political asylum were pending.

Portugal

Portugal's Refugee Law of 1980 grants temporary refuge or "provisional residency" to anyone who requests asylum either upon entering the country or when already in the country. Asylum is granted to those persons actively defending human rights in their country of origin and also to those who are unable or unwilling to return to their country because of

persecution, armed conflict, or systematic violation of human rights. The law also provides that asylum may be denied whenever economic or social conditions in Portugal warrant such action.

Asylum-seekers are immediately registered by the Portuguese Foreigners Service and are granted provisional residency, which is valid until a decision is made on their request for asylum. Although not officially permitted to work, many provisional residents are employed. The Ministry of Internal Administration's Consultative Commission for Refugees reviews all asylum requests. Its recommendation provides the basis for the ultimate decision, which is made by the Ministry of Internal Administration and the Ministry of Justice. Those granted asylum and refugee status are entitled to all the rights of resident aliens.

For those granted asylum, the UNHCR funds integration programs, including vocational and educational programs, elderly care, and financing of homes and small businesses. In 1986, the UNHCR reported that costs for these programs amounted to over \$203,000. In the same year, there were 118 new asylum-seekers, of which 16 were granted asylum. Portugal permanently resettled some 19 refugees. As of December 1986, 563 persons had been admitted as refugees. The total number of refugees residing in Portugal, registered and not registered, may be as high as 10,000. The UNHCR does not have financial responsibility for them because they are not officially registered as refugees or asylees.

Spain

As of December 1986, Spain was host to 10,182 refugees. During 1986, the Spanish Government granted 90 persons refugee status under the 1951 Convention, and asylum, as defined by Spanish law, was granted to 593 persons. In 1986, a total of 2,280 persons applied for refugee and/or asylee status, and 501 refugees were resettled from Spain to third countries. At the end of the year, pending requests numbered 6,400.

In 1986, the Government of Spain increased funding for its refugee assistance programs by approximately \$1.2 million to \$5.7 million dollars, and a further increase of \$200,000 has been allocated for 1987. A total of 5,880 persons received assistance in Spain, with the government providing a per capita grant of \$967 for its programs, administered by two nongovernmental agencies, the Spanish Red Cross and the Spanish Committee for Aid to Refugees.

Sweden

Although Sweden is known as a generous recipient of refugees and a major contributor to refugee relief, the continuing influx of asylum-seekers is straining the Swedish immigration and social systems. Problems created by the volume and nature of asylum-seekers have made them a significant public issue. However, there is widespread support for continuing the

present liberal refugee policy. The government claims that it has resisted the current trend in Western Europe toward more restrictions and tighter controls of asylum-seekers.

Persons granted asylum and refugees resettled in Sweden are entitled to a broad range of social services, including subsidized housing, vocational and professional education, health care, language training, and psychiatric assistance. A shortage of housing, however, has become the most significant problem in Sweden's refugee resettlement efforts, resulting in the opening of additional reception centers.

The Swedish Government estimates that it spent \$202.4 million for refugee reception and support during its budget year 1986-87. In budget year 1985-86, the average annual per capita cost for refugees at reception centers was \$20,674. In 1986, Sweden admitted 1,387 "quota refugees" or persons approved for refugee status in third countries before they arrived in Sweden. In 1986, some 17,400 persons were granted residence as refugees, asylees, or on humanitarian grounds.

In July 1986, the Foreigners Law was amended to permit foreigners to appeal certain decisions concerning direct deportation, and allow negative decisions by the National Immigration Board to be appealed to the Immigration Minister. In February 1987, the government established two commissions to make recommendations on ways to shorten delays in deciding immigration matters, particularly asylum applications.

Switzerland

Building on a long standing tradition of openness toward those in exile, the Swiss in 1981 enacted one of the most liberal asylum laws in Western Europe. However, subsequent heavy inflows of both refugees and economic migrants prompted the Swiss electorate in 1987 to approve by a 2 to 1 margin major revisions to that law. The declared intent of the changes is to preserve asylum for those genuinely victim of political or religious persecution, and to exclude more effectively those whose motives are economic. The new procedures seek to accelerate the handling of asylum requests, which are adjudicated by a new "Office of the Delegate for Refugee Matters."

A total of 8,546 persons sought asylum in Switzerland in 1986, a decrease from the previous year's figure of 9,703. By the end of 1986, the number of pending requests was 15,007. In 1986, the Office for the Delegate for Refugee Matters processed 8,879 applications, of which 820 were approved and 5,658 rejected.

Turkey

By longstanding policy, Turkey grants refugee status only to persons from Eastern Europe. For persons in this category the government operates the Acibadem Center for Refugees in Istanbul which houses 270 persons, and is in part supported by UNHCR. Refugees applying for third country resettlement are assisted by the International Catholic Migration Commission (ICMC).

There are also in Turkey large numbers of persons who have fled Iran. Estimates of their number range from 200,000 to over a million. Because Turkey does not recognize these persons as refugees, most remain outside refugee channels. However, UNHCR has a caseload of some 2,500 Iranians whom it considers to qualify under the 1967 United Nations Protocol, and for whom it is actively seeking resettlement in third countries.

Turkey does not consider itself as a resettlement country, but has traditionally accepted for resettlement ethnic Turks who are nationals of other countries.

United Kingdom

Great Britain has granted asylum to large numbers of refugees over a period of many years, and UNHCR estimates that the present refugee population is about 100,000. However, the present rate of arrival is relatively light, with most coming from Vietnam, Iran, Sri Lanka, and Poland.

The government continues to face three major refugee issues as presented in last year's report: the high unemployment rate of Vietnamese refugees resettled in the United Kingdom, the resettlement of Vietnamese in closed camps in Hong Kong, and the considerable number of Tamils seeking asylum. Of the 20,000 Vietnamese refugees resettled in Britain, almost 80 percent of those of employable age are unemployed, concentrated in London and Birmingham. On May 8, 1987, the government announced that it would accept an additional 468 people from the Hong Kong camps over the next 2 years based on family already in Britain.

During the last half of 1986, one-half of new refugee ap-

plications were being made at the port of entry, the majority of which were made by Tamils arriving without documentation. The arrival of 64 Tamils without appropriate documentation in February 1987 prompted the government to enact the Carriers Liability Act on May 15, 1987, which adds to existing penalties on carriers which bring improperly documented aliens to Britain. Since this law was announced, the number of persons arriving without proper documentation has dropped from 60 to 25 per week.

Refugees in the United Kingdom are entitled to all the benefits and services available to British citizens, including social security, family allowances, unemployment benefits, housing, national health, and education. Once recognized as a refugee, an individual is entitled to work. Britain does not grant temporary or first asylum.

Yugoslavia

Yugoslavia at present extends first asylum to some 900 refugees who with UNHCR assistance are seeking resettlement in third countries. Over the last decade less than 50 refugees have been accepted for permanent resettlement in Yugoslavia; most are Albanian or members of other national ethnic groups who can assimilate easily into the local population.

Refugees in first asylum have little impact on Yugoslavia because most remain in the country for a limited time, living in towns outside Belgrade. Refugees place no financial burden on the Government of Yugoslavia because UNHCR funds housing and maintenance costs. Refugees resettled or granted asylum are entitled to benefits such as housing, education, medical services, and rehabilitation.

Chapter VII

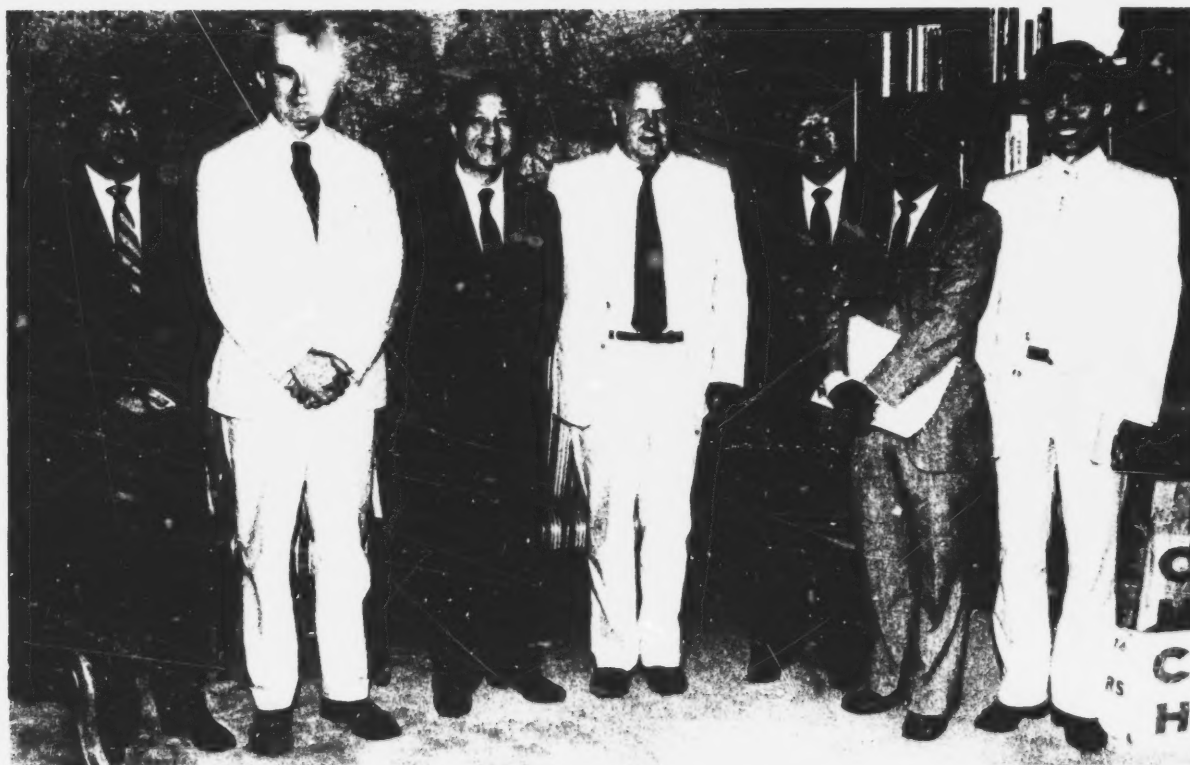
Major Donor and Resettlement Nations

The world refugee situation has evoked an ongoing and generous response from many donor and resettlement countries. However, for understandable reasons, Australia, Canada, and the United States extend the most opportunities for permanent resettlement. These same three countries join with Japan and the nations of the European Community in providing the bulk of material and financial assistance needed to support refugees in the generally less-developed first-asylum countries.

Each of the three major resettlement countries bases its admissions policies on the definition of refugee established by the United Nations Convention and Protocols. Although the programs of each differ, there are two common factors: designation of groups or nationalities of special humanitarian concern,

and the ability to respond quickly to emergency situations. In 1986, the largest number of resettlement places were offered to refugees from Southeast Asia, but substantial programs were also available for refugees from Eastern Europe, Latin America, the Near East, and Africa.

The major donor nations work together with the international community in a variety of intergovernmental bodies which address international refugee affairs, including the UNHCR Executive Committee, the UNRWA Advisory Commission, the ICM Council, donor groups supporting UNBRO and ICRC, and several ad hoc humanitarian working groups. In addition, each government collaborates with and often works through private voluntary organizations to assure that refugee populations



The US Coordinator for Refugee Affairs, Ambassador Jonathan Moore, and Deputy Assistant Secretary Robert Funseth meet with the Board of Directors of the Indochina Resource Action Center, in July 1987. From left to right; Mr. Andy Anh, Mr. Funseth, Dr. Le Xuan Khoa, Ambassador Moore, Mr. Kry M. Trang, Mr. May Sam-Oeum, and Dr. Bounlieng Phommavanh.

receive needed support and care. This nongovernmental involvement from the developed nations is of particular value in the medical and health fields, but also is often directed toward fostering income-generation and self-help opportunities within first-asylum communities.

Canada

Canada is known for its longstanding tradition of accepting large numbers of refugees for resettlement. In 1986, the people of Canada were awarded the Nansen Medal by the United Nations High Commissioner for Refugees in recognition of Canada's outstanding record on behalf of refugees. "By their involvement abroad and the generosity of their response at home," the United Nations Secretary General noted, "Canadians are setting a most encouraging example." The government's refugee policy offers resettlement opportunities to refugees from all geographic areas. Canada accepts persons under its refugee and humanitarian programs, including government-sponsored refugees, privately funded refugees, U.N. Convention refugees, and its Special Humanitarian Programs for El Salvador, Poland, Lebanon, Iran, Sri Lanka, and Guatemala.

Under its combined refugee and humanitarian resettlement programs, in 1986 Canada accepted 21,508 persons, including 12,146 refugees in the government-assistance program and 5,064 privately sponsored refugees. Also included in the total are 1,412 persons who filed refugee claims in Canada and 2,794 persons admitted under the special humanitarian programs for El Salvador, Poland, Lebanon, Iran, Sri Lanka, and Guatemala. The Government of Canada projects that in 1987 it will provide comparable numbers of resettlement opportunities.

Although Canada continues to provide generous support for refugee assistance and resettlement, the refugee issue has become a matter of public debate over the last year. Thousands of economic migrants have filed unfounded refugee claims. In 1986, there were 18,000 refugee claimants compared with 1,600 in 1980. Faced with this flood of applicants, in February 1987 the Government of Canada tightened its rules by ending an embargo on deportations to 18 countries, and required that

claimants coming from the United States await their immigration hearings across the border instead of in Canada. In May 1987, the government proposed new refugee determination legislation.

Asylum Processing

During 1986, there were 18,282 refugee claimants or asylum-seekers in Canada, with the leading countries of origin including, in order, Portugal, Sri Lanka, Turkey, Iran, El Salvador, Chile, and Ghana. The government anticipates that the number may go as high as 25,000 in the coming year.

Each claimant in the backlog is granted or denied landed-immigrant status following an interview with an immigration officer. Denied applicants may appeal to the Immigration Appeals Board. Under new procedures now in effect, claimants are interviewed upon arrival, and an immediate determination is made whether to grant or deny refugee status. Those denied refugee status by the immigration officer upon arrival are referred to the Convention Refugee Determination Board (CRDB). The CRDB grants an oral hearing before a two-member panel, and split decisions are found in favor of the claimant. As a last resort, denied claimants may appeal their cases to the Federal court.

Canadian Contributions to International Refugee Programs (in U.S. dollars)

Regular Program Support	FY 1986
UNHCR	\$4,444,000
UNRWA	6,296,000
ICRC	611,000
Special Ongoing Relief	
Central American Refugees—UNHCR/ICRC	2,222,000
Asia Regional Refugees—LICROSS*	55,000
Palestine Refugees—CCC*/UNRWA	593,000
Afghan Refugees—UNHCR/ICRC	3,314,000
Thailand/Kampuchea—UNHCR/ICRC/UNBRO	2,000,000
Subtotal	22,027,000
Food Aid for Refugees	
Pakistan through UNHCR	10,370,000
Thailand through UNBRO	1,481,000
Central America through ICRC	2,222,000
Subtotal	14,073,000
Total	\$36.1 million

*LICROSS=League of Red Cross Societies.
CCC=Canadian Council of Churches.

Services Provided to Refugees

Refugees may enter Canada under government, private group, or family sponsorship. All refugees are entitled to the same benefits as Canadian citizens, including education, health care, unemployment insurance, and social welfare assistance.

Persons Permanently Resettled in Canada*

	CY 1985		CY 1986	
	Refugees	Asylees	Refugees	Asylees
Eastern Europe	4,735	46	5,655	20
Southeast Asia	6,118	6	6,006	11
Latin America	4,459	401	4,735	377
Near East	2,414	328	2,701	418
Africa	1,047	90	1,247	83
Others	1,112	325	1,164	503
Total	19,885	1,196	21,508	1,412

*Includes total number of persons resettled in Canada under Refugee and Humanitarian Programs (government resettlement programs, privately sponsored refugee admissions, special program landings, refugee claims in Canada landings, and special review committee approvals).

Several government programs provide services for refugees: the Adjustment Assistance Program provides financial aid to indigent government-sponsored refugees for food, shelter, clothing, household items, and incidentals during their first year in Canada. All refugees are eligible to receive free instruction in either English or French.

Under the Immigrant Settlement and Adaptation Program, the government funds private voluntary organizations that assist refugees who continue to be in need of services after they are no longer eligible for adjustment assistance program funds. The government also funds job clubs which help recent graduates of the language training program to develop skills to assist them in finding employment.

Support for International Refugee Assistance Programs

Government of Canada contributions to international organizations for refugee assistance in 1986 were \$22.03 million, an increase from \$21.95 million the previous year, plus approximately \$14.07 million in food aid for refugees. The Canadian International Development Agency (CIDA) disburses contributions for international refugee assistance, which are channelled primarily to international organizations. An overwhelming proportion of Canadian refugee relief is governmental in origin. Private voluntary organizations such as the Canadian Red Cross and the Canadian Council of Churches receive grants from CIDA, which they contribute to international organizations, adding their own funds if they wish. The Government of Canada distributes approximately \$428,000 to nongovernmental organizations for international refugee relief.

Australia

Australia has had a major resettlement program for refugees since the Second World War. The Government of Australia expects to maintain its 1986-87 intake of refugees and special humanitarian cases at the prior year's level of 12,000, while providing a contingency reserve of 2,000.

Persons Permanently Resettled in Australia*

	FY 1984	FY 1985	FY 1986
Southeast Asia	7,267	6,140	5,800
Eastern Europe	277	1,551	2,000
Africa	140	104	220
Latin America	1,839	1,388	1,750
Near East	2,078	1,654	1,700
Others**	2,066	1,003	530
<i>Total</i>	<i>14,850</i>	<i>11,850</i>	<i>12,000</i>
Contingency Reserve			2,000

*Total of actual arrivals under Refugee and Special Humanitarian Programs.

**Includes Soviet Jews, Asian Special Humanitarian Program cases, East Timorese, Sri Lankans, and White Russians from China.

Australian resettlement is not restricted to any refugees from any one geographic area but is global in scope to reflect the broad and varied ethnic base of the national population. Nonetheless, Australia's current Indochina program comprises almost 50 percent of current intake¹, responding both to the pressing needs of that area and to the government's regional priorities. Family reunification receives major stress, particularly in the Orderly Departure Program from Vietnam and among the displaced Cambodian population in Thailand.

Australia plays a major role in international organizations concerned with refugee issues and has joined with others in supporting the quest for durable solutions to the refugee situation in Indochina.

Asylum

Varied mechanisms are available to persons seeking to remain in Australia who claim persecution or human rights violations in their country of origin. One avenue is to apply to the Minister for Immigration and Ethnic Affairs for refugee status under the terms of the U.N. Convention. Another is to request change of status on compassionate or humanitarian grounds. The latter opportunity is available also to persons who would not necessarily qualify as a refugee, such as those with difficult family circumstances.

Support for International Refugee Assistance Programs

Australia continues to provide strong support to international refugee assistance programs, to which it contributed approximately \$16.5 million in 1986. With the exception of the assessed contribution to the Intergovernmental Committee for Migration (ICM), which is administered by the Department of Immigration and Ethnic Affairs, the Australian Development Assistance Bureau is responsible for Australia's international refugee assistance contributions.

Australian Contributions to International Refugee Programs (in U.S. dollars)

Organization	CY 1986
WFP*	9,626,180
UNHCR	2,275,550
UNRWA	994,000
UNBRO	14,200
ICRC	1,402,250
ICM	306,000
Other**	1,805,441
<i>Total</i>	<i>16,423,621</i>

*Includes contributions to UNHCR, UNRWA, and UNBRO. In addition to the above, a small component of other WFP contributions benefits refugees.

**Includes special contributions for humanitarian work in Africa and Cambodia.

Japan

Japan is the world's second largest contributor to international refugee programs overall and is the largest single contributor to programs in Southeast Asia. During 1986, the Government of Japan provided over \$134 million to international refugee organizations.

Japan's refugee policy emphasizes economic assistance to first-asylum countries, rather than resettlement in its own densely populated country. Through this approach, it seeks to contribute to stability in those heavily burdened host countries while meeting its own international responsibility toward the refugee problem.

Japan continues to provide support and medical personnel to the UNHCR Refugee Processing Center in the Philippines. However, bilateral aid to the Thai Government for assistance to Indochinese refugees and affected Thai villages was discontinued April 1, 1986.

Japanese Contributions to International Refugee Programs (in U.S. dollars)

Organization	FY 1986
UNRWA	\$2,760,000
WFP (in kind for Indochinese)	2,600,000
UNBRO	800,000
UNHCR	
Afghan Refugees	1,700,000,000
Latin American Refugees	500,000,000
African Refugees	2,100,000,000
ICRC	350,000,000
Food Aid (separate from above)	
Afghan	2,150,000,000
African	631,000,000
<i>Total</i>	<i>7,437,161,000</i>

Resettlement

Japan's resettlement program is a combination of three elements: Indochinese boat people granted first asylum in Japan; persons permitted to leave Vietnam under the Orderly Departure Program (ODP); and Indochinese refugees from Southeast Asian camps.

The Government of Japan has steadily increased its multi-year resettlement ceiling, from an initial base of 500 to 5,000, and, as of July 1985, to 10,000. In 1986, some 358 refugees were permanently resettled in Japan from Vietnam, Laos, and Cambodia, while the number of refugees resettled from Japan to third countries was 195.

Asylum

Indochinese boat people are allowed to land in Japan regardless of whether Japan is the first country reached following rescue or whether the rescuing ship is flying the Japanese flag. In principle, Japan does not require the rescuing ship's flag state to guarantee resettlement.

Japan does not grant political asylum to non-Indochinese.

The government does, however, provide such asylum-seekers with protection from involuntary return and assists them in finding a country of resettlement. If a fear of persecution is plausible, asylum-seekers are permitted to stay for an indefinite period of time and allowed to work. The government provides such asylum-seekers with modest living allowances for those who are unable to find work.

Persons Permanently Resettled in Japan

Refugees	FY 1986
Vietnamese	253
Lao	88
Cambodian	17
<i>Total</i>	<i>358</i>

The United States

The United States is the largest donor to all major organizations supporting refugees in countries of first asylum. Since the Second World War, more refugees have found permanent homes in the United States than in any other country. Since 1975, the United States has welcomed over 1 million refugees, more than 800,000 of them from Indochina. U.S. refugee admissions policy demonstrates the commitment to continue the tradition of providing resettlement and refuge to those in need. Further details on the U.S. admissions program can be found in the companion document to this publication, *Proposed Refugee Admissions and Allocations for FY 1988*.

Refugee Admissions

A person who has demonstrated a compelling humanitarian need may be admitted to the United States in three ways: refugee resettlement, asylum, and humanitarian parole.

The definition of "refugee" established by the Refugee Act of 1980 closely parallels that of the U.N. Convention and Protocol. A refugee applying for admission to the United States who meets the definition must also be of special humanitarian concern to the United States, as determined annually during the statutory consultation process between the administration and Congress. The applicant must be admissible under U.S. law and not be firmly resettled in any other country. The U.S. refugee program is administered by the Department of State in conjunction with the U.S. Immigration and Naturalization Service (INS), which must interview and approve all refugees overseas before they can be resettled.

Humanitarian parole is a mechanism used to admit individual cases in special circumstances, and it is not generally applicable to persons in refugee situations. Admissions of persons on the grounds of humanitarian parole is approved only on a case-by-case basis by the Attorney General where compelling humanitarian reasons are demonstrated.

The INS adjudicates political asylum applications for those individuals physically present in the United States or at the border or port of entry. The Department of State renders an advisory opinion on the merits of most asylum claims. Applicants must meet the definition of "refugee" established in

the Immigration and Nationality Act. Persons granted asylum may apply for permanent residence status after 1 year of physical presence in the United States. U.S. law limits the number of asylees permitted to adjust to permanent resident status to 5,000 annually.

Overseas Preentry Training and Initial Resettlement

The Department of State funds two programs to assist refugees accepted for U.S. resettlement to assimilate into American life as quickly as possible. Preentry training consists of English-as-a-Second-Language, Cultural Orientation, and

Work Orientation (ESL/CO/VO) program for adults, the Preparation for American Secondary School (PASS) program for Indochinese youth ages 11-16, and the Preparing Refugees for Elementary Programs (PREP) program for children ages 6 through 11. The Reception and Placement program supports the activities of private voluntary organizations that sponsor and assist newly arrived refugees with housing, health examinations, school enrollment, and initial orientation to communities in the United States.

Overseas refugee training is provided at the Refugee Processing Center in Bataan, the Philippines, and in Phanat Nikhom, Thailand. A third processing center on the Indonesian island of Galang was closed in 1986. The ESL/CO/VO Program in Southeast Asia was instituted by the Department of State in 1980 and is the world's largest residential program for refugees. All refugees between the ages of 17 and 55 receive 20 weeks of intensive English instruction. The Work Orientation training helps refugees understand what to expect from their employers and coworkers in America.

In 1985, overseas training for refugees accepted for U.S. resettlement was expanded to include the PASS program for Indochinese adolescents. The PASS program curriculum includes English instruction, mathematics, and American studies classes in a simulated American high school environment.

Cultural orientation programs are also provided in Europe for refugees from Czechoslovakia, Hungary, Poland, and Romania. Botswana also has a small center that serves refugees from southern Africa who have been accepted for resettlement in the United States.

Persons Permanently Resettled in the United States

	FY 1984	FY 1985	FY 1986	FY 1987
Africa	2,747	1,953	1,315	1,131
East Asia	51,960	49,970	45,454	19,916
Latin America- Caribbean	160	138	173	49
Near East- South Asia	5,240	5,994	5,998	6,138
Eastern Europe- Soviet Union	<u>10,950</u>	<u>9,990</u>	<u>9,500</u>	<u>6,391</u>
Total	71,057	68,045	62,440	33,625

*Estimates as of July 1987.



Refugees preparing for resettlement in the United States study English at the UNHCR Refugee Processing Center in Morong, Bataan, Philippines, where over 200,000 refugees have received language training and cultural orientation since 1979.

The Department of State provides per capita grants to private voluntary organizations, both secular and church affiliated, in arranging sponsorship and initial resettlement of refugees through their national networks or affiliates.

The local voluntary agency sponsor provides the initial core services to the newly arrived refugee and sees that adequate housing, food, and clothing are provided to the refugee during the initial period. The sponsor also introduces the refugee to the health care system and provides an employment orientation as well as English language and vocational training, as needed. The local agency sponsor is responsible for providing the first 90 days of services; however, many voluntary agencies extend this length of service if needed. Contributions by private individuals and groups play an important role in successful refugee resettlement.

Following the initial resettlement period, refugees are eligible to receive public assistance and a variety of specialized social services provided through the Department of Health and Human Services, including extended English language programs, vocational training, and employment counseling. The Federal government reimburses the States for 100 percent of the costs of cash and medical assistance for refugees for their first 31 months in the United States.

Refugee Assistance Overseas

The United States supports multilateral efforts to find durable solutions for refugees primarily through the programs

of international organizations. It provides assistance to refugees in first asylum countries by channelling funds through international organizations such as UNHCR, UNRWA, ICRC, and UNBRO, and through voluntary organizations. (See table.) In addition, approximately \$50 million of U.S. contributions (in commodities and transport costs) made under the Food For Peace Program to the WFP were utilized in refugee-related activities.

United States Contributions to International Refugee Assistance Programs (in U.S. dollars)

Organization	FY 1986
UNHCR	94.6 million
UNRWA	67.0 million
ICRC	35.8 million
United Israel Appeal	12.0 million
UNBRO	10.2 million
ICM	5.0 million
Contributions to Voluntary Organizations:	
Anti-Piracy in Southeast Asia	0.9 million
Afghan Refugees (bilateral)	2.1 million
Africa (bilateral)	3.6 million
Latin America (bilateral)	1.1 million
<i>Total</i>	<i>232.3 million</i>

Statistical Appendix to the World Refugee Report

Explanatory Note

The following tables enumerate the major contributors to international relief organizations, the size and location of significant refugee populations, and resettlement statistics for the major resettlement countries. The data has been compiled by the Department of State from a variety of U.S. and international sources. In some instances it reflects best available estimates, or a rounding-off of more precise figures. Dollar amounts may be inexact due to fluctuating exchange rates during the period reported.

Refugee/Asylee Statistics

The term "refugee" was defined by the Refugee Act of 1980 as: "Any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country where such person last habitually resided, and who is unable or unwilling to return to, and is unable or unwilling to avail himself or herself of the protection of that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group or political opinion" However, the statistics reported in these tables reflect only those refugees in first-asylum situations who are in need of protection and assistance. Due to difficulties involved in conducting exact counts of people at any given time, many of these numbers are estimates.

The tables are divided by five geographic regions: the Western Hemisphere, East Asia, Near East and South Asia, Africa, and Europe. With the exception of Europe, each table has two components. The left column indicates the number of

refugees in asylum in the host country, by nationality. The right column provides the number of refugees generated by each country. The European table enumerates the asylum-seekers in each country by region of origin.

These tables indicate refugee or asylum-seeker populations as of May 1986 and May 1987, unless otherwise noted. Because some data was reported with several nationalities combined as "others," the "refugees in asylum" and "refugees generated" columns do not balance exactly. Absence of an entry indicates no refugees of that category. NA indicates that data was not available.

Not all increases in refugee populations from 1986 to 1987 within a country are due to cross-border arrivals during the past 12 months. Other factors leading to an increase in the reported refugee population in a country include a greater need for protection and assistance of an existing population, an excess of births over deaths, and increased access to locations where government or international organization protection is available and where the refugee's presence may first be registered. Some 1986 statistics have been updated or corrected since the publication of last year's *World Refugee Report*.

Resettlement Statistics

Two tables are included in this section: Major Resettlement Countries and the United States. The former includes Western Europe, Australia, Japan, New Zealand, and Canada. This table gives the total number of persons granted residence in the countries as a refugee or as an asylee. These tables do not include people resettled under special humanitarian programs, as the beneficiaries generally do not fit the U.N. definition of a refugee. The U.S. table distinguishes between refugees and asylees.

Table I

Contributions to the UN High Commissioner for Refugees—1986
(in thousands of U.S. dollars)

Donor	Amount in U.S. \$	Percent of Total Contributions
A. Governments:		
1. United States	\$ 70,219	24.4
2. Japan	42,827	14.9
3. Federal Republic of Germany	28,672	10.0
4. United Kingdom	24,675	8.6
5. Denmark	18,626	6.5
6. Norway	16,396	5.7
7. Sweden	15,020	5.2
8. Netherlands	13,445	4.7
9. Canada	13,288	4.6
10. Switzerland	10,759	3.7
11. Australia	6,191	2.2
12. Italy	3,531	1.2
13. Finland	2,354	0.8
14. France	1,907	0.7
15. Belgium	642	0.2
—Other Governments	<u>2,813</u>	<u>1.0</u>
<i>Subtotal, Governmental Contributions</i>	<i>\$271,365</i>	<i>94.4</i>
B. Inter-Governmental Organizations:		
European Community	8,857	3.0
Other Organizations	<u>481</u>	<u>0.2</u>
<i>Subtotal</i>	<i>\$ 9,338</i>	<i>3.2</i>
C. Non-Governmental/Private Donors:	<u>6,632</u>	<u>2.3</u>
<i>Total</i>	<i>\$287,335</i>	<i>100.0</i>

Source: UNHCR.

Table II

UN Relief and Works Agency for Palestine Refugees in the Near East—1986 Pledges
(in thousands of U.S. dollars)

Donor	Amount in U.S. \$	Percent of Total Contributions
<i>A. Governments:</i>		
1. United States	\$ 67,000	45.4
2. Sweden	9,517	6.4
3. Japan	9,000	6.1
4. Norway	8,581	5.8
5. United Kingdom	7,148	4.8
6. Canada	6,117	4.1
7. Italy	4,874	3.3
8. Germany, Federal Republic of	4,497	3.0
9. Netherlands	2,027	1.4
10. Denmark	1,943	1.3
11. Switzerland	1,535	1.0
12. Spain	1,382	0.9
13. Kuwait	1,100	0.7
14. Finland	1,099	0.7
15. France	1,044	0.7
—Other Governments	<u>3,940</u>	<u>2.7</u>
<i>Subtotal, Governmental Contributions</i>	<i>130,804</i>	<i>81.8</i>
<i>B. Inter-Governmental Organizations:</i>		
European Community	16,286	11.0
<i>C. United Nations System</i>	<i>31</i>	
<i>D. Non-Governmental/Private Donors</i>	<i><u>611</u></i>	<i><u>0.4</u></i>
<i>Total</i>	<i>\$147,735</i>	<i>100.0</i>

Source: UNRWA.

Table III
Contributions to Cambodian Humanitarian Assistance Programs—1986*
(in thousands of U.S. dollars)

Donor	Amount in U.S. \$	Percent of Total Contributions
<i>A. Governments:</i>		
1. United States	\$10,134	26.8
2. United Kingdom	3,152	16.7
3. Japan	1,006	5.3
4. Germany, Federal Republic of	814	4.3
5. Canada	725	3.8
6. Switzerland	572	3.0
7. Austria	555	2.9
8. Norway	429	2.2
9. Italy	334	1.8
10. Denmark	244	1.3
—Other Governments	544	2.9
<i>Subtotal, Governmental Contributions</i>	<i>\$18,509</i>	<i>98.0</i>
<i>B. Inter-Governmental Organizations:</i>		
European Community	377	2.0
<i>Total</i>	<i>\$18,886</i>	<i>100.0</i>

Source: UN Office of Khmer Relief.

* Cambodian Humanitarian Assistance includes programs of the United Nations Border Relief Operation and the World Food Program.

Table IV

Contributions to Special Appeals of the International Committee of the Red Cross—1986
(in thousands of U.S. dollars)

Donor	Amount in U.S. \$	Percent of Total Contributions
A. Governments:		
1. United States	\$ 37,225	26.4
2. Switzerland	29,690	21.1
3. Sweden	10,494	7.4
4. United Kingdom	7,734	5.5
5. Canada	7,399	5.3
6. Federal Republic of Germany	6,764	4.8
7. Netherlands	3,786	2.7
8. Norway	3,735	2.7
9. Denmark	3,121	2.2
10. Japan	3,045	2.2
11. Italy	2,392	1.7
12. France	1,785	1.3
13. Australia	1,331	0.9
14. Belgium	320	0.2
15. Finland	337	0.2
—Other Governments	<u>2,286</u>	<u>1.6</u>
<i>Subtotal, Governmental Contributions</i>	<i>\$121,444</i>	<i>86.2</i>
B. Inter-Governmental Organizations:		
European Community	12,858	9.1
C. National Societies	5,993	4.2
D. Other Donors	<u>614</u>	<u>0.4</u>
<i>Total</i>	<i>\$140,909</i>	<i>100.0</i>

Source: ICRC. Converted from Swiss francs at SF1.76=\$1.

Table V

World Refugee Population by Region

**Refugees in Need of Protection and Assistance
May 1986—May 1987**

	1986	1987
Europe	194,000	238,300
Africa	2,699,000	3,016,200
East Asia	539,400	542,600
Western Hemisphere	156,500	164,900
Near East and South Asia	<u>6,982,000</u>	<u>7,267,100</u>
<i>Total</i>	<i>10,570,900</i>	<i>11,229,100</i>

Table VI
Refugees in Need of Protection and Assistance
May 1986—May 1987

Africa

Refugees in Asylum			Refugees Generated		
	1986	1987		1986	1987
Country			Country		
Angola from			Angola to		
Namibia	70,000	70,000	Zaire	292,000	306,000
Zaire	13,200	13,200	Zambia	87,300	94,000
South Africa	9,000	10,000	Egypt		200
Total	92,200	93,200	Total	379,300	400,200
Benin from			Benin to		
Chad	3,300	3,500	All Countries		100
Other		100			
Total	3,300	3,600	Total	0	100
Botswana from					
Zimbabwe	4,100	4,000			
South Africa	600	600			
Lesotho	300	200			
Namibia		200			
Other	600	400			
Total	5,600	5,400			
Burkina Faso from					
Chad		200			
Other	200	100			
Total	200	300			
Burundi from			Burundi to		
Rwanda	66,000	80,000	Tanzania	170,000	181,000
Zaire	10,000	20,000	Zaire	10,000	10,000
Uganda	1,000	400	Rwanda	20,000	19,400
Total	77,000	100,400	Other		100
			Total	200,000	210,500
Cameroon from					
Chad	8,000	7,500			
Other	300	300			
Total	8,300	7,800			
Central African Republic from					
Chad	18,500	5,300			
Other	300	100			
Total	18,800	5,400			

Table VI—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
				Chad	
				to	
				Benin	3,300 3,500
				C.A.R.	18,500 5,300
				Cameroon	8,000 7,500
				Congo	700 700
				Sudan	75,000 40,000
				Nigeria	5,500 4,000
				Burkina Faso	200
				Other	100 200
				<i>Total</i>	<i>111,100 61,400</i>
Congo					
from					
Chad	700	700			
Zaire	400	400			
Other	200	100			
<i>Total</i>	<i>1,300</i>	<i>1,200</i>			
Djibouti					
from					
Ethiopia	20,000	15,000			
<i>Total</i>	<i>20,000</i>	<i>15,000</i>			
Ethiopia				Ethiopia	
from				to	
Sudan	105,000	156,500		Sudan	650,000 647,000
Somalia		10,000		Somalia	475,000 372,000
Other	200	300		Saudi Arabia	50,000 100,000
				Djibouti	15,000 20,000
				Kenya	2,000 2,100
				Egypt	700
				Yemen Arab Republic	2,500
<i>Total</i>	<i>105,200</i>	<i>166,800</i>		<i>Total</i>	<i>1,197,000 1,139,300</i>
Gabon					
from					
All Countries	100	100			
<i>Total</i>	<i>100</i>	<i>100</i>			
Ghana				Ghana	
from				to	
All Countries	100	200		Ivory Coast	200 100
				Nigeria	300 400
				Togo	500 200
				Other	500 100
<i>Total</i>	<i>100</i>	<i>200</i>		<i>Total</i>	<i>1,500 800</i>
				Guinea-Bissau	
				to	
				Senegal	5,400 5,400
				<i>Total</i>	<i>5,400 5,400</i>
Ivory Coast					
from					
Ghana	200	100			
Vietnam		300			
Other	400	200			
<i>Total</i>	<i>600</i>	<i>600</i>			

Table VI—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
Kenya					
from					
Uganda		4,300	3,400		
Ethiopia		2,000	2,100		
Rwanda		1,900	2,000		
Other		600	700		
Total		8,800	8,200		
Lesotho				Lesotho	
from				to	
South Africa			300	Botswana	300 200
Other		1,000	700		
Total		1,000	1,000	Total	300 200
Liberia					
from					
All Countries		200	200		
Total		200	200		
Malawi				Malawi	
from				to	
Mozambique		10,000	245,000	Zambia	500
Total		10,000	245,000	Total	500
Mozambique				Mozambique	
from				to	
South Africa		400	200	Malawi	10,000 245,000
Chile			200	Zimbabwe	69,000 75,000
Other		400	100	Swaziland	4,500 5,500
				Zambia	16,000 28,000
				South Africa	70,000 225,000
				Tanzania	15,000 15,000
				Kenya	300 300
Total		800	500	Total	169,500 593,800
Nigeria				Namibia	
from				to	
Ghana		300	400	Angola	70,000 70,000
Namibia		1,000	100	Zambia	7,300 7,500
South Africa		1,000		Nigeria	1,000 100
Chad		5,500	4,000	Botswana	
Other		200	300	Other	100 100
Total		8,000	4,800	Total	78,300 77,900
Rwanda				Rwanda	
from				to	
Burundi		20,000	19,400	Uganda	100,000 100,000
				Burundi	66,000 80,000
				Zaire	12,000 12,000
				Kenya	1,900 2,000
				Tanzania	20,000 19,800
				Other	100 100
Total		20,000	19,400	Total	199,900 213,900

Table VI—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
Senegal					
from					
Guinea-Bissau	5,400	5,400			
Other	200	200			
Total	5,600	5,600			
Sierra Leone					
from					
All Countries	300	300			
Total	300	300			
Somalia				Somalia	
from				to	
Ethiopia	475,000	372,000		Ethiopia	10,000
Total	475,000	372,000		Kenya	100
				Total	10,100
South Africa				South Africa	
from				to	
Mozambique	70,000	225,000		Swaziland	7,000
				Angola	9,000
				Zambia	3,000
				Botswana	600
				Lesotho	300
				Other	600
Total	70,000	225,000		Total	23,400
					21,500
Sudan				Sudan	
from				to	
Ethiopia	650,000	647,000		Ethiopia	105,000
Uganda	186,000	136,000		Uganda	1,700
Zaire	5,000	5,000		Other	200
Chad	75,000	40,000			
Total	916,000	828,000		Total	105,000
					151,900
Swaziland					
from					
South Africa	7,000	6,500			
Mozambique	4,500	5,500			
Total	11,500	12,000			
Tanzania					
from					
Burundi	170,000	181,000			
Zaire	16,000	16,200			
Uganda	2,500	1,300			
South Africa	300	100			
Rwanda	20,000	19,800			
Mozambique		15,000			
Other	1,000	500			
Total	209,800	233,900			
Togo					
from					
Ghana	500	200			
Total	500	200			

Table VI—Continued

Refugees in Asylum			Refugees Generated		
1986			1987		
Country			Country		
Uganda			Uganda		
from			to		
Rwanda	100,000	100,000	Sudan	186,000	136,000
Zaire	1,400	1,400	Zaire	17,000	6,000
Sudan		1,700	Kenya	4,300	3,400
Other	1,200		Tanzania	2,500	1,300
<i>Total</i>	<i>102,600</i>	<i>103,100</i>	Burundi	1,000	400
			<i>Total</i>	<i>210,800</i>	<i>147,100</i>
Zaire			Zaire		
from			to		
Angola	292,000	306,000	Angola	13,200	13,200
Uganda	17,000	6,000	Tanzania	16,000	16,200
Rwanda	12,000	12,000	Zambia	10,000	9,000
Burundi	10,000	10,000	Sudan	5,000	5,000
Zambia	500	500	Burundi	10,000	20,000
Other	900	4,900	Uganda	1,400	1,400
<i>Total</i>	<i>332,400</i>	<i>339,400</i>	Congo	400	400
			<i>Total</i>	<i>56,000</i>	<i>65,200</i>
Zambia			Zambia		
from			to		
Angola	87,300	91,000	Zaire	500	500
Zaire	10,000	9,000			
Namibia	7,300	7,500			
South Africa	3,000	3,500			
Mozambique	16,000	28,000			
Malawi		500			
Other	700				
<i>Total</i>	<i>124,300</i>	<i>142,500</i>	<i>Total</i>	<i>500</i>	<i>500</i>
Zimbabwe			Zimbabwe		
from			to		
Mozambique	69,000	75,000	Botswana	4,100	4,000
South Africa	500	100			
<i>Total</i>	<i>69,500</i>	<i>75,100</i>	<i>Total</i>	<i>4,100</i>	<i>4,000</i>
<i>Grand Total</i>	<i>2,699,000</i>	<i>3,016,200</i>	<i>Grand Total</i>	<i>2,742,100</i>	<i>3,104,300</i>

Table VII
Refugees in Need of Protection and Assistance
As of May 1986 and May 1987

East Asia

		Refugees In Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
Burma				Burma	
from				to	
Bangladesh	1,000	NA		Thailand	17,000
<i>Total</i>	<i>1,000</i>	<i>NA</i>		<i>Total</i>	<i>17,000</i>
				Cambodia	
				to	
				Thailand (asylum)	32,200
				Vietnam	21,000
				Philippines	500
				Thailand (displaced persons)	240,000
				<i>Total</i>	<i>293,700</i>
					<i>315,800</i>
Hong Kong					
from					
Vietnam	8,700	7,800			
<i>Total</i>	<i>8,700</i>	<i>7,800</i>			
Indonesia					
from					
Vietnam (asylum)	4,900	2,400			
Indochina (in RPC)	2,000				
<i>Total</i>	<i>6,900</i>	<i>2,400</i>			
Japan					
from					
Vietnam	900	600			
Other Countries	100				
<i>Total</i>	<i>1,000</i>	<i>600</i>			
				Laos	
				to	
				Thailand	87,800
				Philippines	4,700
				<i>Total</i>	<i>92,500</i>
					<i>78,400</i>
Macau					
from					
Vietnam	700	600			
<i>Total</i>	<i>700</i>	<i>600</i>			
Malaysia					
from					
Vietnam	8,000	8,500			
Philippines	90,000	90,000			
<i>Total</i>	<i>98,000</i>	<i>98,500</i>			
Philippines				Philippines	
from				to	
Vietnam (asylum)	2,300	2,700		Malaysia	90,000
Indochina (in RPC)					90,000
Vietnam	10,000	7,700			
Cambodia	500	600			
Laos	4,700	3,400			
<i>Total</i>	<i>17,500</i>	<i>14,400</i>		<i>Total</i>	<i>90,000</i>
					<i>90,000</i>

Table VII—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
Singapore					
from:					
Vietnam		400	200		
Total		400	200		
Taiwan					
from					
Indochina			200		
Total			200		
Thailand					
from					
Burma		17,000	19,000		
Laos		87,800	75,000		
Cambodia (asylum)		32,200	25,200		
Vietnam		7,200	8,700		
Cambodia (displaced persons)		240,000	265,000		
Total		384,200	392,900		
Vietnam				Vietnam	
from				to	
Cambodia		21,000	25,000	Hong Kong	8,700
				Indonesia	6,900
				Malaysia	8,000
				Philippines	12,300
				Thailand	7,200
				Japan	900
				Macau	700
				Singapore	400
				Ivory Coast	300
Total		21,000	25,000	Total	45,100
Grand Total		539,400	542,600	Grand Total	538,300
					542,700

Table VIII

**Refugees in Need of Protection and Assistance
As of May 1986 and May 1987**

Near East, South Asia and North Africa

		Refugees In Asylum		Refugees Generated	
		1986	1987	1986	1987
Country					
	Afghanistan				
	to				
	Pakistan			2,700,000	2,800,000
	Iran			1,880,000	1,900,000
	Saudi Arabia			25,000	25,000
	India			6,000	5,600
	Other			NA	300
	<i>Total</i>			<u>4,611,000</u>	<u>4,730,900</u>
Algeria					
from					
Western Sahara		50,000	50,000		
Iraq		NA	500		
<i>Total</i>		<u>50,000</u>	<u>50,500</u>		
	Bangladesh				
	to				
	Burma			1,000	NA
	<i>Total</i>			<u>1,000</u>	<u>NA</u>
Egypt					
from					
Ethiopia		700	700		
Angola		200	200		
Other		200	200		
<i>Total</i>		<u>1,100</u>	<u>1,100</u>		
Gaza Strip					
Palestinians*		435,000	442,000		
<i>Total</i>		<u>435,000</u>	<u>442,000</u>		
India					
from					
Afghanistan		6,000	5,600		
Iran		1,000	1,100		
Other		100	100		
<i>Total</i>		<u>7,100</u>	<u>6,800</u>		
Iran					
from					
Afghanistan		1,880,000	1,900,000		
Iraq		60,000	45,500		
<i>Total</i>		<u>1,940,000</u>	<u>1,945,500</u>		
	Iran				
	to				
	Iraq			75,000	75,000
	Turkey			2,800	3,900
	Pakistan			5,000	6,500
	India			1,000	1,100
	Other			21,200	27,000
	<i>Total</i>			<u>105,000</u>	<u>113,500</u>
Iraq					
from					
Iran		75,000	75,000		
<i>Total</i>		<u>75,000</u>	<u>75,000</u>		
	Iraq				
	to				
	Iran			60,000	45,500
	Algeria			NA	500
	<i>Total</i>			<u>60,000</u>	<u>46,000</u>

Table VIII—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
Jordan					
Palestinians*		823,000	839,000		
Other		200	200		
Total		823,200	839,200		
Lebanon					
Palestinians*		271,000	276,000		
Other		2,500	2,500		
Total		273,500	278,500		
Morocco					
from					
Eastern Europe		NA	200		
Other		NA	200		
Total		NA	400		
Pakistan					
from					
Afghanistan		2,700,000	2,800,000		
Iran		5,000	6,500		
Total		2,705,000	2,806,500		
				Palestinians	
				to	
				Jordan*	823,000 839,000
				Lebanon*	271,000 276,000
				Syria*	251,000 256,000
				Gaza Strip*	435,000 442,000
				West Bank*	365,000 372,000
				Yemen Arab Republic*	NA 1,200
				Total	2,145,000 2,186,200
Saudi Arabia					
from					
Ethiopia		50,000	100,000		
Afghanistan		25,000	25,000		
South Yemenis		10,000	10,000		
Total		85,000	135,000		
				South Yemen	
				to	
				Saudi Arabia	10,000 10,000
				Yemen Arab Republic	NA 54,000
				Total	10,000 64,000
Syria					
Palestinians*		251,000	256,000		
Other		NA	800		
Total		251,000	256,800		
Tunisia					
from					
All Countries		100	100		
Total		100	100		
West Bank					
Palestinians*		365,000	372,000		
Total		365,000	372,000		

Table VIII—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country					
	Country				
	Western Sahara				
	to				
	Algeria			50,000	50,000
	Total			50,000	50,000
Yemen Arab Republic					
from					
South Yemen			54,000		
Ethiopia	NA		2,500		
Palestinians	NA		1,200		
Total	NA		57,700		
Grand Total		7,011,000	7,267,100	6,982,000	7,190,600

*Palestinians calculated from UNWRA registrations as of June 1986 and March 1987.

Table IX
Refugees in Need of Protection and Assistance
As of May 1986 and May 1987

Western Hemisphere

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country					
Argentina					
from					
Chile	NA	5,500			
Total	NA	5,500			
Belize					
from					
El Salvador	2,000	2,600			
Guatemala	2,000	1,700			
Total	4,000	4,300			
	Chile				
	to				
	Argentina	NA	5,500		
	Ecuador	NA	400		
	Mozambique	NA	200		
	Total	NA	6,100		
Colombia					
from					
All Countries	NA	100			
Total	NA	100			
	Colombia				
	to				
	Ecuador	NA	100		
	Total	NA	100		
Costa Rica					
from					
El Salvador	6,200	6,200			
Nicaragua	18,000	22,900			
Cuba	NA	2,500			
Guatemala	200	200			
Other	2,600	100			
Total	27,000	31,900			
	Cuba				
	to				
	Costa Rica	NA	2,500		
	Peru	NA	100		
	Ecuador	NA	100		
	Total	NA	2,700		
Dominican Republic					
from					
Haiti	3,300	300			
Total	3,300	300			
Ecuador					
from					
Chile	NA	400			
Cuba	NA	100			
Iran	NA	100			
Other	NA	100			
Total	NA	700			

Table IX—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country					
El Salvador					
from					
Nicaragua		300	400		
<i>Total</i>		<u>300</u>	<u>400</u>		
Guatemala					
from					
Nicaragua		300	300		
El Salvador		NA	100		
<i>Total</i>		<u>300</u>	<u>400</u>		
Guyana					
from					
Suriname			9,000		
<i>Total</i>			<u>9,000</u>		
Honduras					
from					
Nicaragua		24,200	26,500		
El Salvador		20,700	21,000		
Guatemala		500	500		
Other		500	NA		
<i>Total</i>		<u>45,900</u>	<u>48,000</u>		
Mexico					
from					
Guatemala		44,000	38,500		
El Salvador		4,000	4,000		
Other		10,000	2,500		
<i>Total</i>		<u>58,000</u>	<u>45,000</u>		
Nicaragua					
from					
El Salvador		16,000	17,100		
Guatemala		500	900		
Other		200	NA		
<i>Total</i>		<u>16,700</u>	<u>18,000</u>		
Panama					
from					
El Salvador		1,000	1,000		
<i>Total</i>		<u>1,000</u>	<u>1,000</u>		
El Salvador					
to					
Honduras				20,700	21,000
Nicaragua				16,000	17,100
Costa Rica				6,200	6,200
Mexico				4,000	4,000
Belize				2,000	2,600
Panama				1,000	1,000
Guatemala				—	100
<i>Total</i>				<u>49,900</u>	<u>52,000</u>
Guatemala					
to					
Mexico				44,000	38,500
Honduras				500	500
Nicaragua				500	900
Costa Rica				200	200
Belize				2,000	1,700
<i>Total</i>				<u>47,200</u>	<u>41,800</u>
Haiti					
to					
Dominican Republic				3,300	300
<i>Total</i>				<u>3,300</u>	<u>300</u>
Nicaragua					
to					
Honduras				24,200	26,500
Costa Rica				18,000	22,900
El Salvador				300	400
Guatemala				300	300
Other				NA	100
<i>Total</i>				<u>42,800</u>	<u>50,200</u>

Table IX—Continued

		Refugees in Asylum		Refugees Generated	
		1986	1987	1986	1987
Country				Country	
Peru					
from					
Cuba	NA	100			
Iran	NA	100			
Other	NA	100			
Total	NA	300			
				Suriname	
				to	
				Guyana	9,000
				Total	9,000
Grand Total		156,500	164,900	Grand Total	143,200 162,200

Table X
Persons Seeking Asylum in Europe

Country	Refugees and Asylum-Seekers	
	1986	1987
Austria		
from		
Europe	6,200	8,100
Asia	500	400
<i>Total</i>	<u>6,700</u>	<u>8,500</u>
Belgium		
from		
All Countries	5,100	7,800
<i>Total</i>	<u>5,100</u>	<u>7,800</u>
Canada		
from		
Europe	NA	5,400
Latin America	NA	4,000
Africa	NA	1,500
Asia	NA	5,200
<i>Total</i>	<u>21,500</u>	<u>16,100</u>
Denmark		
from		
Africa	200	300
Asia	7,600	8,200
East Europe	1,100	800
Other	100	100
<i>Total</i>	<u>9,000</u>	<u>9,400</u>
France		
from		
Europe	3,600	4,600
Latin America	1,100	1,000
Africa	10,000	11,000
Asia	14,100	9,800
Stateless	100	100
<i>Total</i>	<u>28,900</u>	<u>26,500</u>
Federal Republic of Germany		
from		
Europe*	18,200	NA
America	100	NA
Africa	8,100	NA
Asia	44,300	NA
Stateless	3,200	NA
<i>Total</i>	<u>73,900</u>	<u>99,700</u>
Greece		
from		
Europe	NA	2,400
Africa	NA	500
Asia	NA	2,400
<i>Total</i>	<u>NA</u>	<u>5,300</u>

* Does not include 25,000 G.D.R. citizens who arrived in the F.R.G.

Table X—Continued

Country	Refugees and Asylum-Seekers	
	1986	1987
Italy		
from		
All Countries	<u>9,600</u>	<u>14,200</u>
Total	9,600	14,200
Luxembourg		
from		
All Countries	<u>100</u>	<u>100</u>
Total	100	100
Netherlands		
from		
All Countries	<u>5,600</u>	<u>5,900</u>
Total	5,600	5,900
Norway		
from		
Europe	200	600
Latin America	100	500
Africa	100	400
Asia	<u>400</u>	<u>1,200</u>
Total	800	2,700
Portugal		
from		
All Countries	<u>200</u>	<u>100</u>
Total	200	100
Spain		
from		
Europe	200	600
Latin America	700	3,900
Africa	900	1,800
Asia	<u>400</u>	<u>3,900</u>
Total	2,200	10,200
Sweden		
from		
All Countries	<u>14,500</u>	<u>14,600</u>
Total	14,500	14,600
Switzerland		
from		
Europe	700	4,700
Latin America	400	300
Africa	1,100	700
Asia	<u>7,600</u>	<u>2,700</u>
Total	9,800	8,400
Turkey		
from		
Iran	2,800	3,900
Other	<u>200</u>	<u>200</u>
Total	3,000	4,100

Table X—Continued

Country	Refugees and Asylum-Seekers	
	1986	1987
United Kingdom		
from		
Europe	100	200
Africa	800	1,000
Asia	2,200	2,600
<i>Total</i>	<i>3,100</i>	<i>3,800</i>
Yugoslavia		
from		
All Countries	NA	900
<i>Total</i>	<i>NA</i>	<i>900</i>
<i>Grand Total</i>	<i>194,000</i>	<i>238,300</i>

Table XI

Major Resettlement Countries

Refugees Resettled and Persons Granted Asylum

Country	1985	1986
Australia**		
from		
Africa	140	104
East Asia	7,267	6,140
Eastern Europe	277	1,551
Latin America	1,839	1,388
Near East/South Asia	2,078	1,654
Other	2,066	1,003
<i>Subtotal</i>	<i>13,667</i>	<i>11,840</i>
Austria		
from		
Africa	0	6
East Asia	64	58
Eastern Europe*	0	1,190
Latin America	0	26
Near East/South Asia	0	133
Other	7	19
<i>Subtotal</i>	<i>71</i>	<i>1,432</i>
Belgium		
from		
All Regions	642	NA
<i>Subtotal</i>	<i>642</i>	<i>NA</i>
Canada*		
from		
Africa	1,137	1,330
East Asia	6,124	6,017
Eastern Europe	4,781	5,675
Latin America	4,860	5,112
Near East/South Asia	2,742	3,119
Other	1,437	1,667
<i>Subtotal</i>	<i>21,081***</i>	<i>22,920</i>
Denmark		
from		
Africa	169	287
East Asia	497	2
Eastern Europe	1,137	762
Latin America	20	37
Near East/South Asia	7,139	8,211
<i>Subtotal</i>	<i>8,962</i>	<i>9,299</i>
Finland		
from		
All Countries	16	131
<i>Subtotal</i>	<i>16</i>	<i>131</i>

* For Canada's breakdown between asylees and refugee resettlement, see table on page 48.

Table XI—Continued

Country	1985	1986
France		
from		
Africa	957	837
East Asia	8,062	7,206
Eastern Europe	1,162	1,716
Latin America	810	797
Near East/South Asia	1,720	0
Other	548	89
<i>Subtotal</i>	<i>13,259</i>	<i>10,645</i>
Germany, Federal Republic of		
from		
Africa	1,318	0
Eastern Europe*	2,351	1,525
Latin America	19	0
Asia	7,419	5,951
Other	17	1,417
<i>Subtotal</i>	<i>11,124</i>	<i>8,893</i>
Greece		
from		
Africa	1	0
East Asia	3	0
Eastern Europe	730	637
Latin America	0	0
Near East South Asia	3	4
<i>Subtotal</i>	<i>737</i>	<i>641</i>
Japan		
from		
Africa	0	0
East Asia	640	358
Eastern Europe	0	0
Latin America	0	0
Near East South Asia	0	0
Other	142	0
<i>Subtotal</i>	<i>782</i>	<i>358</i>
Netherlands		
from		
All Regions	907	2,027
<i>Subtotal</i>	<i>907</i>	<i>2,027</i>
New Zealand		
from		
Africa	0	0
East Asia	677	661
Eastern Europe	76	2
Latin America	0	4
Near East/South Asia	101	22
Other	17	0
<i>Subtotal</i>	<i>871</i>	<i>689</i>

* Does not include G.D.R. citizens who arrived in the F.R.G.

Table XI—Continued

Country	1985	1986
Norway		
from		
Africa	61	63
East Asia	474	381
Eastern Europe	60	32
Latin America	56	89
Near East/South Asia	111	270
Other	1	0
<i>Subtotal</i>	<i>763</i>	<i>835</i>
Portugal		
from		
All Regions	69	19
<i>Subtotal</i>	<i>69</i>	<i>19</i>
Spain		
from		
Africa	33	37
East Asia	9	299
Eastern Europe	17	29
Latin America	53	131
Near East South Asia	94	187
<i>Subtotal</i>	<i>206</i>	<i>683</i>
Sweden		
from		
Africa	360	923
East Asia	123	302
Eastern Europe	980	1,661
Latin America	609	1,218
Near East South Asia	3,860	7,542
Other	357	703
Stateless	0	1,070
<i>Subtotal</i>	<i>6,289</i>	<i>13,419</i>
Switzerland		
from		
All Regions	936	820
<i>Subtotal</i>	<i>936</i>	<i>820</i>
United Kingdom		
from		
Africa	243	252
East Asia	529	839
Eastern Europe	26	11
Latin America	4	1
Near East South Asia	538	964
Other	20	0
<i>Subtotal</i>	<i>1,360</i>	<i>2,067</i>

* N/A = Data for these countries not available.

** Fiscal Year July-June.

*** 1985 figures revised.

Table XII

**Refugees Resettled and Persons Granted Asylum
United States of America**

	Refugees	FY 1985 Asylees	Total	Refugees	FY 1986 Asylees	Total
Country						
United States from						
Africa						
Ethiopia	1,788	210	1,998	1,268	217	1,485
Other	165	80	245	47	49	96
Subtotal	1,953	290	2,243	1,315	266	1,581
East Asia						
Vietnam	25,457	22	25,479	22,796	8	22,804
Cambodia	19,097	3	19,100	9,789	6	9,795
Laos-Lowlanders	3,472	1	3,473	9,201	2	9,203
Laos-Highlanders	1,944	0	1,944	3,668	0	3,668
Subtotal	49,970	26	49,996	45,454	16	45,470
Eastern Europe						
Poland	3,145	549	3,694	3,735	456	4,191
Romania	4,513	113	4,626	2,373	152	2,525
Czechoslovakia	981	47	1,028	1,589	39	1,628
Soviet Union	640	35	675	787	44	831
Hungary	530	65	595	754	26	780
Other	181	102	283	262	104	366
Subtotal	9,990	911	10,901	9,500	821	10,321
Latin America						
Cuba	135	65	200	173	17	190
Nicaragua	3	557	560	0	1,284	1,284
Subtotal	138	622	760	173	1,301	1,474
Near East and South Asia						
Afghanistan	2,234	6,514	8,748	2,535	4,284	6,819
Iran	3,492	4,087	7,579	3,148	1,568	4,716
Iraq	264	57	321	307	12	319
Other	4	477	481	8	123	131
Subtotal	5,994	11,135	17,129	5,998	5,987	11,985
Total	68,045	12,984	81,029	62,440	8,391	70,831

Glossary of International Organizations

FAO—Food and Agriculture Organization

ICM—Intergovernmental Committee for Migration

ICRC—International Committee of the Red Cross

LICROSS—League of Red Cross and Red Crescent Societies

UNBRO—United Nations Border Relief Operation

UNDP—United Nations Development Program

UNHCR—United Nations High Commissioner for Refugees

UNICEF—United Nations Children's Fund

UNRWA—United Nations Relief and Works Agency for Palestine Refugees in the Near East

WFP—World Food Program